S. Hrg. 98-152

REDESIGNATING PUBLIC LAND IN ALASKA TO ALLOW HUNTING

HEARING

BEFORE THE

SUBCOMMITTEE ON
PUBLIC LANDS AND RESERVED WATER

OF THE

COMMITTEE ON
ENERGY AND NATURAL RESOURCES
UNITED STATES SENATE

NINETY-EIGHTH CONGRESS

FIRST SESSION

ON

S. 49

A BILL TO REDESIGNATE PUBLIC LAND IN ALASKA TO ALLOW HUNTING

APRIL 15, 1983

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REDESIGNATING PUBLIC LAND IN ALASKA TO ALLOW HUNTING

FRIDAY, APRIL 15, 1983

U.S. SENATE,
SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER,
COMMITTEE ON ENERGY AND NATURAL RESOURCES,
Washington, D.C.

The subcommittee met, pursuant to notice, at 9:40 a.m., in room SD-366, Dirksen Office Building, Hon. James A. McClure, chairman, presiding.

Present: Senators Wallop, McClure, Murkowski, Chafee, and Jackson.

Also present: Tony Bevinetto, professional staff member; and Thomas B. Williams, professional staff member for the minority.

The CHAIRMAN. The subcommittee will come to order.

Senator Wallop is on his way to the hearing room and without objection his opening statement and the text of S. 49 will be placed in the the record at the beginning of this hearing.

[The prepared statement of Senator Wallop and text of S. 49 follow:]

STATEMENT OF MALCOLM WALLOP, U.S. SENATOR FROM WYOMING BEFORE THE PUBLIC LANDS AND RESERVED WATER SUBCOMMITTEE ON S. 49, TO REDESIGNATE PUBLIC LAND IN ALASKA TO ALLOW HUNTING - APRIL 15, 1983

GOOD MORNING.

THE ALASKA NATIONAL INTEREST LANDS CONSERVATION ACT OF 1980 WAS AT LEAST 10 YEARS IN THE MAKING. WHEN THE LEGISLATION PASSED THE CONGRESS AND WAS SIGNED INTO LAW ON DECEMBER 2, 1980, BOTH THE HOUSE AND THE SENATE VERSIONS HAD PROVISIONS WHICH ESTABLISHED SEVERAL NATIONAL PRESERVES TO BE ADMINISTERED BY THE NATIONAL PARK SERVICE. THE HOUSE AND SENATE REPORTS DIRECTED THAT A PRESERVE BE MANAGED AS A NATIONAL PARK EXCEPT THAT ALL FORMS OF HUNTING BE PERMITTED TO CONTINUE. THIS INCLUDES SPORT, SUBSISTENCE AND GUIDED HUNTING. I QUOTE FROM THE SENATE ENERGY AND NATURAL RESOURCES COMMITTEE REPORT 96-413:

> "...THE COMMITTEE EXPECTS THAT SOME HUNTING GUIDES WITH GUIDING AREAS LOCATED WITHIN PROPOSED PARK UNITS MAY BE SHIFTED BY THE STATE GUIDING BOARD TO THE VARIOUS PRESERVES. THE COMMITTEE EXPECTS THE PARK SERVICE TO WORK WITH THE STATE IN MAKING THIS TRANSITION AS SMOOTH AS POSSIBLE. ADDITIONALLY, THE COMMITTEE IS INFORMED BY THE PARK SERVICE THAT GUIDED HUNTING WILL NOT NECESSARILY CONFLICT WITH MANAGEMENT OF THE PRESERVE AND EXPECTS THE PARK SERVICE TO WORK TO INSURE THAT GUIDED HUNTING CAN CONTINUE TO BE A VIABLE PART OF THE ALASKA HUNTING SCENE.
>
> THE COMMITTEE ADOPTED A SEPARATE AMENDMENT, SECTION 1317, WHICH CLARIFIES THAT ACTIVITIES INCIDENTAL AND NECESSARY TO ALLOWED USES, SUCH AS GUIDED HUNTING WITHIN CONSERVATION SYSTEM UNITS INCLUDING PRESERVE UNITS SHALL BE PERMITTED

SUBJECT TO REASONABLE REGULATIONS.

THE COMMITTEE ALSO ADOPTED AN AMENDMENT CLARIFYING THAT TRAPPING SHALL BE ALLOWED IN NATIONAL PRESERVES AND THAT THE STATUTORY REQUIREMENT THAT THE TAKING OF FISH AND WILDLIFE BE ALLOWED DOES NOT DEPRIVE THE SECRETARY OF HIS TRADITIONAL AUTHORITY TO CLOSE PUBLIC LANDS LOCATED WITHIN CONSERVATION SYSTEM UNITS TO THE TAKING OF FISH AND WILDLIFE UNDER STATUTORY CRITERIA.

IN ALLOWING TRAPPING TO CONTINUE WITHIN PRESERVES, IT WAS NOT THE INTENT OF THE COMMITTEE TO ALLOW EXPLOITATIVE FORMS OF COMMERCIAL TRAPPING TO OCCUR. THE INTENT OF THE COMMITTEE IS TO ALLOW INDIVIDUAL ALASKANS TO CONTINUE TO OPERATE THEIR OWN TRAP LINES WITHIN THE PRESERVES, EVEN THOUGH THOSE INDIVIDUALS MIGHT NOT QUALIFY AS SUBSISTENCE USERS. THE COMMITTEE CLEARLY DOES NOT INTEND THAT THE PRESERVES WOULD BE A PLACE WHERE MORE EXTENSIVE FORMS OF COMMERICAL TRAPPING WOULD BE ALLOWED WHERE, FOR EXAMPLE, THE TRAPPING ITSELF BECOMES A BUSINESS WITH EMPLOYEES PAID TO SUPPORT THE TRAPPING OPERATION. THE SECRETARY, THROUGH THE NATIONAL PARK SERVICE IS EXPECTED TO MONITOR TRAPPING OPERATIONS WITHIN THE PRESERVES AND THE ASSOCIATED WILDLIFE POPULATIONS AND ISSUE APPROPRIATE REGULATIONS TO INSURE THAT EXPLOITIVE FORMS OF TRAPPING DO NOT TAKE PLACE AND THAT THERE IS NO SUBSTANTIAL OR PERMANENT HARM TO THE WILDLIFE POPULATIONS.

SECTION 1314: TAKING OF FISH AND WILDLIFE - THIS SECTION, ADOPTED AS A COMMITTEE AMENDMENT, PRESERVES THE STATUS QUO WITH REGARD TO THE RESPONSIBILITY AND AUTHORITY OF THE STATE TO

MANAGE FISH AND WILDLIFE, AND RECONCILES THIS AUTHORITY WITH THE ACT, INCLUDING THE SUBSISTENCE TITLE. AT THE SAME TIME, THE SECTION CONFIRMS THE STATUS QUO WITH REGARD TO THE AUTHORITY OF THE SECRETARY TO MANAGE THE WILDLIFE HABITAT ON FEDERAL LANDS.

THE SECTION ALSO CLARIFIES THAT FISHING SHALL BE PERMITTED IN NATIONAL PARKS AND MONUMENTS AND THAT SUBSISTENCE USES SHALL BE PERMITTED WHERE SPECIFICALLY PROVIDED BY THE ACT....IT IS RECOGNIZED THAT SOME USES WHICH ARE ALLOWED WITHIN WILDERNESS AREAS DESIGNATED BY THIS BILL, MOST NOTABLY GUIDING AND TRAPPING, MAY IN SOME AREAS REQUIRE THE USE OF RUDIMENTARY LINE CABINS, SHELTERS, CACHES AND OTHER MINIMAL SUPPORT FACILITIES. WITHOUT RECOGNITION OF THESE INCIDENTAL USES AND FACILITIES, GUIDING, TRAPPING AND OTHER ALLOWED USES, WHILE TECHNICALLY ALLOWED, WOULD BE IMPOSSIBLE TO CONDUCT AS A PRACTICAL MATTER. THEREFORE, THE COMMITTEE INTENDS THAT THOSE RELATED USES AND FACILITIES REQUIRED TO ACCOMPLISH USES OTHERWISE ALLOWED WITHIN WILDERNESS AREAS SHALL ALSO BE ALLOWED, CONSISTENT WITH THE ALLOWED USE AND THE PURPOSES OF THE AREAS DESIGNATED AS WILDERNESS.

SECTION 1316: ALLOWED USES -

THIS SECTION, ADOPTED AS A COMMITTEE AMENDMENT, CLARIFIES THAT ACTIVITIES INCIDENTAL AND NECESSARY TO ALLOWED USES WITHIN CONSERVATION SYSTEM UNITS, INCLUDING WILDERNESS AREAS, SHALL BE PERMITTED, SUBJECT TO REASONABLE REGULATIONS. THE AMENDMENT PROVIDES THAT EQUIPMENT AND FACILITIES, WHICH WOULD BE UTILIZED IN CARRYING OUT PERMITTED ACTIVITIES SUCH AS GUIDED HUNTING, SPORT HUNTING, AND COMMERCIAL FISHING, SHALL BE PERMITTED, BUT THE SECRETARY MAY THROUGH REASONABLE REGULATIONS ENSURE THESE ACTIVITIES ARE MADE COMPATIBLE WITH

> ADMINISTRATION OF THE AREA. THIS AMENDMENT APPLIES TO THE CONTINUING USE OF EXISTING FACILITIES AND EQUIPMENT AND TO THE USE OF NEW FACILITIES AND EQUIPMENT."

THESE PROVISIONS WERE ADOPTED INTACT IN P.L. 96-487. THIS IS GIVEN IN THE WAY OF BACKGROUND.

THE ISSUE TODAY IS REALLY ONE OF ALLOCATION. HOW MUCH PARK AND HOW MUCH PRESERVE DOES THE COUNTRY WANT IN ALASKA? I AM A HUNTER AND BELIEVE IN THE PROPAGATION AND MANAGEMENT OF BIG AND SMALL GAME SPECIES THROUGH SPORT HUNTING. I AM A FERVENT SUPPORTER OF THE NATIONAL PARK SYSTEM AS WELL. I AM AWARE OF THE OPPOSITION TO THE LEGISLATION. CONCERNS HAVE BEEN EXPRESSED THAT THIS IS A PRECEDENT FOR "OPENING UP" OTHER NATIONAL PARKS TO SPORT HUNTING OR DEVELOPMENT. I ASSURE YOU THAT THIS SENATOR DOES NOT AND NEVER WILL EMBRACE THAT THEORY. THE HUNTING ISSUE IS A UNIQUE ISSUE IN ALASKA BECAUSE OF THE SCOPE AND SIZE OF THAT STATE. CONGRESS RECOGNIZED THAT UNIQUE DIFFERENCE IN THE REPORT LANGUAGE JUST READ. THIS HEARING TODAY MAY BRING INFORMATION TO US TO REAPPRAISE THE LAND ALLOCATION DECISION. IT MAY NOT. THAT IS WHAT IT IS FOR.

WE HAVE MANY WITNESSES TODAY SO I WOULD ASK EACH ONE TO LIMIT THEIR ORAL TESTIMONY TO FIVE MINUTES MAXIMUM. YOUR WRITTEN STATEMENT WILL BE SUBMITTED IN IT S ENTIRETY FOR THE HEARING RECORD. ANYONE WHO IS NOT TESTIFYING TODAY, BUT WOULD LIKE TO ENTER A STATEMENT FOR THE HEARING RECORD IS WELCOME TO DO SO, BUT WE MUST HAVE YOUR STATEMENT TWO WEEKS AFTER THE DATE OF THE HEARING.

II

98TH CONGRESS
1ST SESSION

S. 49

To redesignate public land in Alaska to allow hunting.

IN THE SENATE OF THE UNITED STATES

JANUARY 26 (legislative day, JANUARY 25), 1983

Mr. STEVENS (for himself, Mr. MURKOWSKI, Mr. INOUYE, Mr. GOLDWATER, Mr. McCLURE, Mr. NICKLES, Mr. SYMMS, Mr. HATCH, and Mr. ANDREWS, Mr. JOHNSTON, and Mr. BAKER) introduced the following bill; which was read twice and referred to the Committee on Energy and Natural Resources

---

A BILL

To redesignate public land in Alaska to allow hunting.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 202(2) of the Alaska National Interest Lands Conservation Act (94 Stat. 2371; Public Law 96-487) is amended by striking out "one million and thirty-seven thousand acres of public land. Approximately three hundred and eight thousand acres of additional public land is hereby established as Katmai National Preserve, both as generally depicted on map numbered 90,007, and dated July 1980" and inserting in lieu thereof "one million three hundred forty-five thousand acres of additional public land is hereby established as Katmai National Preserve, both as generally depicted on map numbered AK–1000, and dated August 10, 1982, which shall be on file and available for inspection in the offices of the Secretary".

SEC. 2. Section 201(4)(a) of such Act is amended by striking out "seven million fifty-two thousand acres of public lands, Gates of the Arctic National Preserve, containing approximately nine hundred thousand acres of Federal lands, as generally depicted on map numbered GAAR–90,011, and dated July 1980" and inserting in lieu thereof "one million nine hundred fifty-three thousand acres of public lands, Gates of the Arctic National Preserve, containing approximately four million eight hundred twenty-four thousand acres of Federal lands, as generally depicted on map numbered AK–1000, and dated August 10, 1982, which shall be on file and available for inspection in the offices of the Secretary.".

SEC. 3. Section 201(8)(a) of such Act is amended by striking out "six million four hundred and sixty thousand acres of public lands, as generally depicted on map numbered NOAT–90,004, and dated July 1980" and inserting in lieu thereof "seven million six hundred thirty-five thousand acres of public lands, and generally depicted on map numbered AK–1000, and dated August 10, 1982, which shall be on file and available for inspection in the offices of the Secretary.".

SEC. 4. Section 201(7)(a) of such Act is amended by striking out "two million four hundred thirty-nine thousand acres of public lands, and Lake Clark National Preserve, containing approximately one million two hundred and fourteen thousand acres of public lands, as generally depicted on map numbered LACL-90,008, and dated October 1978" and inserting in lieu thereof "one million four hundred fourteen thousand acres of public lands, and Lake Clark National Preserve, containing approximately two million two hundred thirty-nine thousand three hundred fifty acres of public lands, as generally depicted on map numbered AK-1000, and dated August 10, 1982, which shall be on file and available for inspection in the offices of the Secretary.".

SEC. 5. Section 201(9) of such Act is amended by striking out "eight million one hundred and forty-seven thousand acres of public lands, and Wrangell-Saint Elias National Preserve, containing approximately four million one hundred and seventy-one thousand acres of public lands, as generally depicted on map numbered WRST-90,007, and dated August 1980" and insert in lieu thereof "five million eight hundred twenty-five thousand acres of public lands, and Wrangell-Saint Elias National Preserve, containing approximately six million four hundred ninety-three thousand acres of public lands, as generally depicted on map numbered AK-1000, and dated August 10, 1982, which shall be on file and available for inspection in the offices of the Secretary.".

SEC. 6. Section 202(3)(a) of such Act is amended by striking out "two million four hundred and twenty-six thousand acres of public land, and approximately one million three hundred and thirty thousand acres of additional public land is hereby established as Denali National Preserve, both as generally depicted on map numbered DENA–90,007, and dated July 1980" and inserting in lieu thereof "nine hundred thousand acres of public land, and approximately two million eight hundred fifty-six thousand acres of additional public land is hereby established as Denali National Preserve, both as generally depicted on map numbered AK–1000, and dated August 10, 1982, which shall be on file and available for inspection in the offices of the Secretary.".

SEC. 7. Section 202(5) of such Act is amended by striking "Kenai Fjords National Park containing approximately five hundred and sixty-seven thousand acres of public lands, as generally depicted on map numbered KEFJ–90,007, and dated October 1978" and inserting in lieu thereof "Kenai Fijords National Preserve containing approximately five hundred and sixty-seven thousand acres of public lands, as generally depicted on map numbered AK–1000, and dated August 10, 1982, which shall be on file and available for inspection in the offices of the Secretary.".

SEC. 8. Section 202(1) of such Act is amended by striking out "five hundred and twenty-three thousand acres of Federal land. Approximately fifty-seven thousand acres of additional public land is hereby established as Glacier Bay National Preserve, both as generally depicted on map numbered GLBA–90,004, and dated October 1978" and inserting in lieu thereof "three hundred nine thousand acres of public land. Approximately two hundred seventy-one thousand acres of additional public land is hereby established as Glacier Bay National Preserve, both as generally depicted on map numbered AK–1000 and dated August 10, 1982, which shall be on file and available for inspection in the offices of the Secretary.".

SEC. 9. Section 201(1) of such Act is amended by striking out "one hundred and thirty-eight thousand acres of public lands, and Aniakchak National Preserve, containing approximately three hundred seventy-six thousand acres of public lands, as depicted and on map numbered ANIA–90,005, and dated October 1978." inserting in lieu thereof "fifty thousand acres of public lands, and Aniakchak National Preserve, containing approximately four hundred sixty-four thousand acres of public lands as generally depicted on map numbered AK–1000, and dated August 10, 1982, which shall be on file and available for inspection in the offices of the Secretary.".

STATEMENT OF HON. JAMES A. McCLURE, A U.S. SENATOR FROM THE STATE OF IDAHO

Senator McCLURE. I am pleased to be here today as the subcommittee considers S. 49, a bill to reclassify 12 million acres of national parkland as park preserve, thus opening it to hunting.

The balance of my statement will be inserted in the record following the statement of the Senator from Wyoming, Mr. Wallop.

Senator Jackson.

[The prepared statement of Senator McClure follows:]

STATEMENT OF SENATOR McCLURE
SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER
APRIL 15, 1983

Mr. Chairman:

I am pleased to be here today as the Subcommittee considers S.49, a bill to reclassify 12 million acres of National Parkland as Park Preserve, thus opening it to hunting.

All of the land in question was open to hunting prior to President Carter's unilateral decision to close it in 1978 as Congress debated the Alaska National Interest Lands Act. Virtually all of the land is currently open to hunting by local residents, and more than three-fourths of it is wilderness. This legislation will not change either of those situations.

Rather, it will permit the more than 150,000 licensed sportsmen in Alaska who do not live in these areas to utilize the land, and it will permit those Americans who do not live in Alaska at all to hunt there.

I am aware that there is opposition to the legislation. Much of that is based on a fear that development, energy or timber interests would seize upon this bill as a vehicle for undermining the entire Alaska Lands Act. This hearing should serve to make clear, for those not already aware, that no such effort exists, or will exist.

Other statements of opposition have come in the form of concerns that the Senate, by passing this legislation, would somehow be committing itself to pass other legislation in the future which would be injurious to the National Park System. For those who have such concerns, I can assure them that the Senate does not operate in that fashion. Courts create binding precedents; Congress considers each issue on its merits. Whether we pass this bill or not, it is not probable that this or any future Congress will dismantle the park system, allowing oil rigs on the parks, or indulging in any of the other fears which have been expressed.

Hunting itself is totally compatible with the wilderness characteristics of these lands in question. It is regulated by the Alaska Fish and Game Department, just as hunting in every other state is regulated by that state agency. Regulated hunting poses no threat to wildlife populations; indeed, under modern wildlife management programs there are greater numbers of game species than at the turn of the century.

The Park Service has entered into a Memorandum of Understanding with the State of Alaska which provides for state management of both sport and subsistance hunting in the Preserve areas, with the Service retaining final authority in cases of disputes. Currently, there is no management of subsistance hunting in the Park areas.

By bringing proper management of to these lands, the bill provides an improved climate for both the sportsmen and the wildlife populations.

In essence, the Congress is being asked to adjust the boundaries between two types of lands within the National Park System, to permit more of an environmentally-sound activity which does not conflict with with other uses of the park system. Hunting and wildlife management concerns were not the overriding consideration when ANILCA was passed, and it is my hope that by considering these issues alone, without the development/preservation controversy that so dominated our concerns three years ago, we will do a better job.

I have always been a strong supporter of sportsmen, and I was pleased to be an early co-sponsor of S.49. I can assure those here today in opposition to the legislation that I will thoroughly weigh their testimony as to why there should not be hunting on the areas in question.

STATEMENT OF HON. HENRY M. JACKSON, A U.S. SENATOR FROM THE STATE OF WASHINGTON

Senator JACKSON. Mr. Chairman, as you know, from 1976–80, this committee held numerous hearings, workshops, and public meetings on the Alaska lands issue. I had the privilege of chairing all 58 committee business meetings on this issue. I floor managed the bill in the Senate for 9 days, and I was one of the Senators involved in formulating the final compromise that passed the Senate overwhelmingly and ultimately was adopted by the House.

The bill we crafted was not perfect. No group got everything it wanted. But I happen to believe that the balance we struck was fair and reasonable to all parties; and that includes those who wanted more lands closed to sport hunting and those who wanted more lands open for that purpose.

The bill was not prodevelopment, antimining, proconservationist, or antitimber. ANILCA is not pro or anti anything, and hunting is no exception. We addressed the concerns of sport hunters by creating some 19 million acres of national preserves. These are lands managed by the National Park Service just like national parks except sport hunting is permitted.

We addressed the concerns of sport hunting by adjusting park boundaries in a number of instances to accommodate sport hunting. We address the concerns of sport hunters by adopting a number of special management provisions specifically to facilitate sport hunting. And we address the concerns of sport hunters by opening some 15 million acres to sport hunting that were closed in 1979 as a result of President Carter's action under the Antiquities Act.

I hope the committee will keep this firmly in mind as it considers this measure. I hope the committee will also keep firmly in mind that one cannot pull the strand of a web without disturbing others. And therefore, Mr. Chairman, I will not be able to support the legislation as it is before the committee at this time.

[The prepared statement of Senator Jackson follows:]

STATEMENT OF SENATOR HENRY M. JACKSON

Mr. Chairman, while I can appreciate the concerns that generated this legislation, I am going to have to vote against it.

I do this, Mr. Chairman, not because I am opposed to hunting. My record on sportsmen's issues is a good one, and I certainly make no apologies for it. However, the fundamental policy issue raised by this measure is not "Are you for hunting or against hunting?" Rather, the issue is whether the Congress wants to change a land allocation decision made in 1980 after long and careful consideration of competing interests and values. In one sense, it is analogous to any wilderness or park bill where the Congress is asked to make a land-use decision. Competing values must be considered, balanced and, in most instances, a compromise reached. Such a compromise does not necessarily imply that one is opposed to wilderness areas, parks, development, or hunting. The measure before us today is no different. To suggest otherwise does a disservice to its proponents and is grossly unfair to its opponents.

Mr. Chairman, from 1976-1980, this Committee held numerous hearings, workshops, and public meetings on the Alaska lands issue. I had the privilege of chairing all 58 Committee business meetings on this issue. I floor managed the bill in the Senate for 9 days, and I was one of the Senators involved in formulating the final compromise that passed the Senate overwhelmingly and ultimately was adopted by the House. The bill we crafted was not perfect. No group got everything it wanted. But I happen to believe that the balance we struck was fair and reasonable to all parties; and that includes those who wanted more lands closed to sport hunting and those who wanted more lands open for that purpose.

The bill was not "pro development," "anti-mining," "pro-conservationist," or "anti-timber." ANILCA is not "pro" or "anti" anything, and hunting is no exception. We addressed the concerns of sport hunters by creating some 19 million acres of National Preserves. These are lands managed by the National Park Service just like National Parks except sport hunting is permitted. We addressed the concerns of sport hunting by adjusting park boundaries in a number of instances to accommodate sport hunting. We addressed the concerns of sport hunters by adopting a number of special management provisions specifically to facilitate sport hunting. And, we addressed the concerns of sport hunters by opening some 15 million acres to sport hunting that were closed in 1979 as a result of President Carter's actions under the Antiquities Act.

I hope the Committee will keep this firmly in mind as it considers this measure. I hope the Committee will also keep firmly in mind that one cannot pull one strand of a web without disturbing the others.

The CHAIRMAN. Senator Murkowski.

STATEMENT OF HON. FRANK H. MURKOWSKI, A U.S. SENATOR FROM THE STATE OF ALASKA

Senator MURKOWSKI. Thank you, Mr. Chairman.

First let me take the opportunity to thank you and Senator Wallop for scheduling this hearing of the Subcommittee on Public Lands and Reserved Water to consider S. 49, the Alaska National Sports Hunting Act.

As a 40-year resident of Alaska and having lived in Ketchikan and Sitka and Wrangell and Anchorage and Fairbanks with my family, I think I know the subject matter at hand quite well. I've had the opportunity to traverse the approximately 38,000 miles of coastline of Alaska. And if I may, Mr. Chairman, take off my Senate hat and speak as an Alaskan of the land I love and feel I understand.

I feel that we know how best to protect our land, and of course have the best interests at heart.

We're perhaps a bit sensitive on the charge that we are not capable of managing our game resources, because it suggests some degree of irresponsibility. And we feel our critics would react the same way if we were to suggest that they were not good stewards of their land and its resources in their individual States.

I think we've shown our responsibility by adding more parks, providing better management than any other State in the Union. So please understand, Mr. Chairman, if we do get a bit up tight when others suggest that they can manage the resources better than we can. And in my prepared statement I think I can substantiate pretty well my claim.

The bill before us would amend the Alaska National Interest Lands Conservation Act of 1980 [ANILCA], by redesignating approximately 12 million acres of national parks created by the act as part preserves. Now the only effect of the change would be to allow sports hunting on lands that were traditionally available prior to the act. So S. 49 would not, in effect, open up the national parks to hunting, since subsistence hunting by local residents continues in these areas today.

The bill would not affect the land management policies that control the lands because the National Park Service retains all management responsibilities for park preserves. The bill does not authorize oil and gas development, mineral exploration, or any road building, timber harvesting, development of any kind. The proposal does not affect any national park acreage that were created prior to the Alaska National Lands Act.

The only change that would result from the enactment of S. 49 is that sports hunting and trapping would be permitted under the strict regulations of the State of Alaska in cooperation with the Department of the Interior through the Park Service.

Sports hunting and trapping for Alaskans as well as for the other sportsmen in the United States was not treated fairly by ANILCA. To explain this inequity, we must look to the legislative history of that act. And I think my colleague will, the senior Senator from Alaska, Senator Stevens, will cover that area. But in brief, the acreage in the Alaska National Sport Hunting Act was first withdrawn temporarily by Executive order pursuant to the Federal Land Policy and Management Act. And then in 1978 it was permanently withdrawn by President Carter pursuant to the Antiquities Act of 1906.

It was classified as national park under the Alaska National Interest Lands Conservation Act of 1980. In order to understand the reasons for the classification of these lands as parks and not as preserves, it is necessary to return to the 96th Congress and the debates prior to the passage of the Alaska Lands Act.

The history clearly indicates that it was not the intent of the Senate to preclude regulated hunting in these areas.

As the Senate began its debate on S. 9, Senator Gravel of Alaska threatened to filibuster against the bill. The leadership was able to reach a time agreement allowing for six amendments to be offered to the bill as reported by the Energy Committee.

The agreement also provided that Senator Tsongas would have the opportunity to move for consideration of an amendment in the nature of substitute, which would be the last amendment considered. The first amendment offered was the so-called Hunting amendment, which reclassified certain lands from parks to park preserves. It passed the Senate by a vote of approximately 60 to 40 percent margin. However, since Senator Gravel continued to use his procedural devices to slow debate, cloture was invoked prior to consideration of the Tsongas substitute. The cloture petition prohibited amendments to the Tsongas substitute, and therefore the Hunting amendment previously passed by the Senate could not be attached to the bill.

The land closed by President Carter's original proclamation remained to sport hunting and trapping primarily due to a procedural mechanism.

Of the 12 million acres proposed to be redesignated were carefully selected after consideration with local Alaska residents and with State government officials. These were areas that were traditionally open to hunting before the Presidential withdrawal of 1978. Some detractors of the measure claim that hunters will decimate wildlife population. For the past 100 years these lands have been hunted. Subsistence hunting continues on these lands at the present time without posing any threat to the resource.

In addition, this legislation presents an opportunity to apply expert wildlife management policies on these lands. The State of Alaska Department of Fish and Game is recognized by, among others, the International Association of Fish and Wildlife Agencies, as a model game management agency. S. 49 would allow Alaska to use its expertise and capability to cooperate with the Federal Government in the management of one of Alaska's most valuable renewable resources.

Staffing is one area which the State can provide professional assistance. The National Park Service employs only one wildlife biologist in the State of Alaska, it has three people responsible for game management, and two resource specialists.

In 1982 the National Park Service allocated $46,900 for wildlife biology and management in Alaska. Twenty full-time and 40 part-time seasonable people employed by the National Park Service in

Alaska spend only a fraction of their time on wildlife management and enforcement in fiscal year 1982; $62,000 was allocated for enforcement.

Only 195 of the 14,462 Park Service employees in the United States are stationed in Alaska. This means that the State of Alaska's lands, which comprise over 50 percent of the total National Park System, enjoys the services of only 1 percent of Park Service personnel. Now I ask you, is that sound management?

In contrast to this, the State of Alaska employs 93, 93 wildlife biologists and over 100 wildlife enforcement personnel, compared to the Park Service that has 1, 1 game biologist.

The Alaska Department of Fish and Game has budgeted $19 million for habitat game subsistence activites and have $13 million allocated for game enforcement. Now just compare the management capabilities.

It is important to note that in the Lower 48 States of the Union, only 1 percent of the land mass is retained in a nondeveloped state. In contrast, in Alaska, only 1 percent of the entire State, or 3.7 million acres has been affected by development of any kind. Sports hunting will pose no threat to this situation.

Some opponents of S. 49 would suggest that Congress should not consider the carefully planned and controlled sports hunting in the park preserves that would be created by S. 49. It is their reasoning, they say, "Why should Alaskans seek additional hunting opportunities since 90 percent of the State is open to sports hunting?" This figure is wrong, it's misleading, in that all of Alaska is not suitable for sport hunting, nor is game found evenly distributed throughout our State.

In addition, not all of the State, including the area in the National Park System is available to residents and nonresident sport hunting. Allow me to review briefly some of the figures for the committee:

The State of Alaska is composed of 374 million acres. The Federal Government, after the final conveyance of lands to the State of Alaska and Alaska Natives, will control 60 percent of all of Alaska's 225 million acres. Of these lands controlled by the Federal Government, 32.5 million acres are national parks. This is an area equal to the size of the State of California that is closed to sports hunting. There are an additional 18.9 million acres classified as national park preserves. Should S. 49 be approved, it would mean that there would still be 20 million acres of national parks in Alaska, with 30 million acres of park preserves.

In addition, there are 76 million acres of national wildlife refuges in Alaska, and over 26 million acres of national forests. This is an area greater than the size of Texas, the second largest State in the Union.

Also under the control of the Federal Government there are vast areas controlled by the State of Alaska that are closed to sports hunting. The State of Alaska has set aside over 5 million acres for State parks. I ask you, is that responsible management?

There are huge areas that are not suitable for wildlife habitats and do not enjoy large wildlife populations. There are over 5 million acres of glaciers and icefields that are not suitable for any type of hunting or trapping. The rivers and lakes cover more than 15 million acres of the State. A specific example, in the 22-million acre Yukon Kuskokwin Delta Wildlife Refuge, over 10 million acres is not suitable for big game habitat according to the Alaska Department of Fish and Game.

It is also important to note that certain State lands are not open to hunting. Sports hunting on other properties could be precluded in the future.

In the Prudhoe Bay oil fields, in the Trans-Alaska Pipeline road and corridor, both are off limits to hunting. This is an area of about 1.7 million acres. Private lands in Alaska, after final conveyance, will total over 43 million acres. The owners of these lands have been cooperative to sports hunters in the past, but we cannot assume these lands will always be available to sports hunting.

In summation, the total areas that are now closed or could be closed to sports hunting and trapping, or are not suitable to total over 92 million acres. That's roughly one-quarter of our State. These figures I think help illustrate why the 12 million acres that our bill would make available is so important to the sports hunters in Alaska and the Nation as well.

And I wish to advise the members of this committee of my concern that witnesses may attempt to address issues other than those addressed in this legislation. I want to state for the record that the bill sponsored by Senator Stevens and myself and 18 other cosponsors is a very specific piece of legislation. It is not our intent to raise unrelated issues with this bill, nor do I want to put the committee in the position of having to hear debate on those unrelated issues.

Some of the opposition to S. 49 may want the committee to embroil over issues that relate to areas outside the National Park Service. Some people want the committee to reconsider the southeastern portion of the Alaska Lands Act. I would encourage the committee to avoid such unnecessary battles since it will only cloud and confuse the issues before us.

In closing, I would like to quote, Mr. Chairman, from the hearing record of the Senate Energy and Natural Resources Committee on H.R. 39. On January 18, 1978, the Secretary of the Interior Cecil Andrus stated for the record, and I quote, "But if we err by setting aside too much, that decision can always be changed in the future." That is just what S. 49 proposed to do today.

It is my opinion, therefore, that we have presented the Congress an opportunity to make a specific and minor modification to the Alaska Lands Act in an area where there is an identifiable need. We have an excellent opportunity to allow the State of Alaska to assist the Federal Government with wildlife management where it appears the National Park Service does not have the financial or creditable resources.

In addition, we have an opportunity to apply sound wildlife management practices where they now do not exist. Mr. Chairman, the needs are real, they are present. And now is the time to seek that change.

The CHAIRMAN. Thank you very much, Senator Murkowski.

Senator Chafee.

STATEMENT OF HON. JOHN H. CHAFEE, A U.S. SENATOR FROM THE STATE OF RHODE ISLAND

Senator CHAFEE. Thank you very much, Mr. Chairman. Like many others here, I was involved with the Alaska Lands Act several years ago. And as Senator Jackson has mentioned, that Lands Act was a compromise that involved the whole host of groups making concessions. And now it seems to me we're coming back and attempting to change what was a deal struck then, with others making concessions in order to achieve the final result. Now one of the groups that was involved wants to undo that. And it isn't as though the subject of hunting on the national parklands was not involved. As a matter of fact, under this bill some 19 million acres of the national parklands are open to hunting.

This is not a new issue, this was discussed, this was brought up, compromises were made, others made the sacrifices in order to achieve the final result. And so, I would like to express my concern that we are opening once again a subject that was passed only about—what was the—when did we pass that act, Mr. Chairman. Was it less than 4 years ago?

The CHAIRMAN. December 2, 1980 is when it was signed.

Senator CHAFEE. December 2, 1980. So that's less than 4 years ago. And now we're attempting to change a bargain that was struck. And so I want to express to the committee my deep concern in going into this. And although the proponents of the measure say they are only dealing with this part, why should we restrict the proponents of other changes that would seek to make more vast changes, perhaps to eliminate all hunting in the lands that exist, or whatever they might propose? Why should they be kept out from coming forward with their proposals if we're going to reopen the whole subject?

And so, Mr. Chairman, I think it's unfortunate that we're getting into this and wanted to register my concern.

The CHAIRMAN. Thank you, Senator Chafee. I thank all the members of the committee. If others wish to file opening statements we'll leave the record for the balance of this day so that they may do so.

Now it's my privilege to welcome back to this committee, this time as a witness, he's not a stranger to the committee having served on this committee twice before, once as routine assignment to the committee, and the second for the specific reason of dealing with this particular legislation during the period of time that it was under consideration.

Senator JACKSON. Mr. Chairman, I thought that during the long period of debate and discussion of the bill before passage that he was back a third time.

The CHAIRMAN. Well, he lived with us.

Senator JACKSON. He camped here, which was good.

The CHAIRMAN. And we appreciated the great deal——

Senator JACKSON. We enjoyed it, yes.

The CHAIRMAN [continuing]. Of valuable assistance and advice we got during that period of time. And it is our pleasure to have the assistant majority leader of the Senate, the senior Senator from Alaska, as a witness this morning.

Senator Stevens, you may proceed.

STATEMENT OF HON. TED STEVENS, A U.S. SENATOR FROM THE STATE OF ALASKA

Senator Stevens. Thank you very much, Mr. Chairman and members of the committee. Let me ask you for the courtesy of having my complete statement printed in the record.

The Chairman. It is so ordered.

Senator Stevens. I would like to have the remarks I make appear in the record after that.

[The prepared statement of Senator Stevens follows:]

STATEMENT BY THE HONORABLE TED STEVENS
BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATERS
COMMITTEE ON ENERGY AND NATURAL RESOURCES
UNITED STATES SENATE

ON S. 49, THE ALASKA NATIONAL HUNTING BILL

APRIL 15, 1983

Mr. Chairman, I want to thank you for this opportunity to testify before the Subcommittee in support of S. 49, the Alaska National Hunting bill. As the sponsor of this measure, I believe this legislation is in the best interest of both Alaska and the nation.

The bill reclassifies about 12 million acres of National Park land to National Park Preserve status. The only difference between a National Park and a National Park Preserve is that sport hunting is permitted along with subsistence hunting in a National Park Preserve. Subsistence hunting is already allowed in most of Alaska's National Parks.

The intent of this bill is not to re-open the issues of resource development that were so hotly debated during consideration of the Alaska Lands Act. It is rather to eliminate some of the inequities created among hunters that occured with enactment of that law. I would like to take a moment to trace the history of the hunting issue and explain why the changes proposed in S. 49 are needed.

The areas included in my bill were open to all forms of hunting until 1978 when President Carter invoked the Antiquities Act. This unilateral and arbitrary action effectively closed over 50 million acres of prime hunting land to all hunters. There was no resource justification for closing these areas to hunting.

Many of these lands were then included in the Alaska National Interest Lands Conservation Act as National Parks. The Act added 24.6 million acres of National Parks to the 7.5 million acres that already existed prior to 1980, effectively closing over 32 million acres to sport hunting. Let me put this figure into perspective.

The 32 million acre area in which sport hunting is currently prohibited is larger than any one of 20 different states including Connecticut, Deleware, Hawaii, Indiana, Kentucky, Louisiana, Maine, Massachusetts, Mississippi, New Hampshire, New Jersey, New York, Ohio, Pennsylvania, Rhode Island, South Carolina, Tennessee, Vermont, Virginia and West Virgina. The area we are talking about is larger than the states of Connecticut, Deleware, Hawaii, Massachusetts, New Hampshire, New Jersey, Rhode Island, and Vermont combined.

There are presently more federal lands closed to hunting in Alaska than in the rest of the United States combined. The total acreage of all of the National Parks in the other 49 states and the District of Columbia added together, does not equal the amount of National Park Land currently closed to sport hunting in Alaska. If my bill passes opening up 12 million acres to sport hunting, more than 20 million acres of National Park land will remain closed. Even this area is larger than all the rest of our country's National Park lands combined.

Although hunting was addressed during consideration of the Alaska Lands Act, it was overshadowed by the debate over mining and mineral development, oil and gas exploration, forestry management, State and native land selections, and a host of other issues. At one point during the debate an amendment was offered to permit sport hunting in some of the parks which successfully passed the Senate, but it was later overridden by a substitute bill.

When ANILCA was passed, I was aware of this flaw in the legislation, which was one of the primary reasons why I voted against it. At the signing ceremony at the White House, I pledged to address this inequity. The Alaska National Hunting bill was introduced to fulfill that commitment to eliminate the inequities which now exists.

The current system discriminates against sport hunters. Subsistence hunting is and must be permitted in most areas of the additions to Alaska's National Parks. Alaskans who have traditionally sport hunted in these areas for both recreation and to provide meat for their families are now denied access to these National Park lands. Hunting is an integral part of the Alaskan lifestyle, and many Alaskans deeply resent the closure of these areas by the federal government. But Alaskans aren't the only ones who are adversely affected.

There are also a large number of people outside of Alaska who are upset by this prohibition against sport hunting. Alaska attracts sportsmen from around the country. The Lands Act closed some of their prime hunting lands. People from across the nation have expressed their view that all hunters should be allowed equal access to Alaska's National Parks. Even sportsmen who may never come to Alaska are upset over Congress' action to close these lands to hunting. The Lands Act was viewed as a statement by Congress that it was opposed to hunting. That reaction is understandable when one considers that Congress closed millions of acres of prime hunting country without justification.

I would like to address some of the concerns people have expressed about opening these lands to hunting. First of all there is the contention that this action would adversely affect game populations. This is not true. Hunting would be controlled by the Alaska Department Fish and Game which is recognized worldwide as a leader in effective wildlife management and protection. They have the authority to restrict hunting through seasonal limitations, bag limits and utilize other management tools. In fact, hunting is used as an important management technique of any Fish and Game Department.

Others are afraid that the reclassification from parks to park preserves presents a threat to parks in the lower 48 states. This is utter nonsense. This bill in no way affects parks in the lower 48. It merely restores hunting in areas of Alaska where hunting has traditionally taken place for thousands of years. Subsistence hunting is already permitted in many of Alaska's National Parks. This provision is unique to Alaska and has in no way affected National Parks in the rest of the country. But the greatest distinction is in the areas -- we do not suggest hunting is the original National Park areas. In Alaska, millions of acres have been added to those original parks. If Congress were to add 10 million acres to Yellowstone's almost 2 million acres, would it close those 10 million acres to hunting?

Probably the largest concern I have heard is that allowing hunting would interfere with the use of the parks by non-hunters. This simply is not the case. The areas we have included in this legislation are remote with few visitors. Further, the two groups use the parks at different times of the year. Most visitor usage occurs during the summer months while most hunting does not begin until September. Even if both uses occured within the same time frame hunting and other recreational uses would not conflict. For example, in Katmai National Park the visitor center at Brooks Camp is over 30 miles from the lands I am proposing to open up. To say that these two areas conflict would be equivalent to saying that bird hunting on the Eastern Shore 30 miles away interfers with tourism here in Washington. I believe the parks can accommodate both hunters and other recreational users without conflict. This is supported by the federal and state land managers who are testifying today.

The Alaska National Hunting bill rectifies the inequities created among hunters by the Alaska Lands Act. It enjoys broad popular support from across the country. The bill has received editorial support from such diverse periodicals as the Anchorage Times; the San Francisco Chronicle; from Texas the Dallas Morning News, the Dallas Times Herald, the Houston Chronicle, and Tyler, Texas' Courier-Times; The Oregonian; The Sunday Independent out of Ashland, Kentucky;

The Dispatch representing Hudson and Bergen Counties in New Jersey; from Michigan the *Detroit News*, the *Flint Journal*, and the *Michigan Out-of-Doors*; the *New York State Conservation Council Comments*; and most recently the *Los Angeles Times*.

In addition almost all of the leading sporting and hunting magazines have also come out in favor of the bill. Supportive articles and editorials have appeared in the National Rifle Association's *Reports from Washington*, *Field and Stream*, *Outdoor Life*, *Petersen's Hunting*, *American Hunter*, *North American Hunter*, and *Bowhunter Magazine*.

Finally sporting, hunting, and fish and game mangement organizations have wholeheartedly endorsed the legislation. The Alaska Land Use Council, the Alaska Department of Fish and Game, the International Association of Fish and Wildlife Agencies, the Boone and Crockett Club, the Foundation for North American Wild Sheep, the National Wildlife Federation, the Mzuri Safari Foundation, Game Conservation International, the National Rifle Association, the Safari Club International and literally thousands of small hunting groups have all come out in strong support of this legislative initiative.

I believe S. 49 recognizes the interests of our country's sportsmen and I urge the Subcommittee to support the bill. Thank you for allowing me to share my views with you this morning.

Senator **Stevens**. This is a very controversial subject. And I think there is no one who spent more time on it than I did between the time of the passage of the Alaska Land Claims Settlement Act in 1971 and the final act, the Alaska Lands Act in 1980. The continuum of the dispute over the national interest lands in Alaska is a continuum that no State has ever faced and no one who is not an Alaskan can really appreciate.

We commenced with the concept of the land freeze in 1965 and for a period of 15 years struggled to try and survive in an area where 99-plus percent of the land was controlled by an absentee landlord that really did not seem to be interested in the needs or desires of the people who live there 365 days a year.

We found ourselves finally in a situation where the Antiquities Act was used to withdraw lands for a national interest purpose in order to force Congress to act to carry out the commitment that Congress had made in the section 17(d)(2) of the Alaska Native Land Claims Settlement Act. It was a harsh battle, and there was a final resolution.

The only comment that I would start out with is that I have heard repeatedly that there was some deal made that should foreclose the consideration of this bill. There was no deal on hunting. And all you need to do is look at the record to see that.

Senator Gravel's amendment, as my colleague pointed out, was clearly an order and was clearly passed by the Senate and was eliminated by the substitute bill when it finally came by. Hunting was one issue that we fought right down to the wire. And I went to the White House, and there are some people here when the bill was finally signed that remember that when I said that we would have to reopen this bill because of the dissatisfaction that would occur in Alaska with its passage. That dissatisfaction was expressed last year in Alaska in the referendum on the Subsistence Act of the State of Alaska. There was a referendum to repeal the subsistence provisions of State law.

I think that referendum was sparked by the dichotomy that was created by the Federal Act of 1980 which created two classes of hunters in Alaska as far as Federal lands are concerned. In as far as I am concerned, this is the Hunters' Equity Act. And it ought to be kept in mind it is presented for the sole purpose of eliminating that inequity. There is nothing in this bill that would change in any way the management of the national parklands in Alaska but for one thing: it would permit those who are not subsistence hunters to hunt in the areas. And primarily, those areas now are open to subsistence hunters to other Alaskans.

The result of Federal law was to create something that did not exist in State law and that was a dichotomy between subsistence and nonsubsistence hunters in times when there is plentiful game. Under State law, subsistence hunters come first when there is a shortage of game, but when there is a plentiful supply of game there is no distinction between the two. The Federal act of 1980 created that distinction on the 32 million acres of parkland that were available for hunting by subsistence hunters.

We decided to try and right that wrong in order to prevent this growing schism in our State. And that's what we've asked Congress to do was to use commonsense. These lands must be open to the people who live in the area. These are people who do not have access to daily meat markets for meat supply. Congress, in its wisdom, allowed hunting in national parks in Alaska only for subsistence purposes.

Now we're saying that in regards to some of those lands, only about 12 million acres, they ought to be available for sports hunting as well as subsistence hunters.

Now you're going to hear a lot of statements here, I think. I've seen some preliminaries of those statements. I understand I've been accused of being a murderer of parks. I believe that with the possible exception of Senator Jackson I've helped create more parks than any person in this room and probably have been associated with the National Park System longer than anyone in this room other than Senator Jackson, having served in the Eisenhower administration in the Interior Department, and having been here now 15 years.

I want to say that anyone who asserts there is a precedent value in this bill for the South 48 national parks doesn't know history. There is not one single park in the South 48 in which one class of residents of the State can hunt but no one else can. This bill creates an inequity among hunters, it does nothing else. There is nothing in this bill that will change the management of these lands by the National Park System. The lands are currently available for hunting by other people, by subsistence hunters. And we seek merely to allow the urban hunters, the other hunters, to resume hunting.

Now, going back to what President Carter did, he closed some 50 million acres of prime hunting land. And I'm sure he did it intentionally to provoke us to finally come to a solution on the Lands

Act. When the Congress passed the bill we ended up with closing approximately 32 million acres, leaving closed approximately 32 million acres of prime hunting land. As I said, this bill seeks to restore some 12 million acres of that to hunting.

What we have to keep in mind, I think, and going back to what I said originally, is when the question was directly presented to the Senate, the Senate voted, as Senator Murkowski has said, 2 to 1 that the lands that were sought then by the hunting amendment should be open to hunting by sports hunters.

Now, I think if you look at the history—and let me just take a minute and remind some of those of you who want to criticize this act of the history of this. When this issue was originally presented, it was presented by Secretary of Interior Stuart Udall in the closing days of the Johnson administration. The areas that he sought to set aside represented less than half of the area finally set aside by Congress.

In terms of the Gates of the Arctic, he sought less than a million acres. Congress finally set aside over 8 million acres. When you look at the Wrangells or the areas around, additions to the Mount McKinley National Park, you will see that the concept that was originally presented of a buffer zone around a series of national parks was expanded so the buffer zone itself became a national park.

What I want tthe committee to do is let's just think about Grand Teton. I see my good friend from Wyoming here now. Let's just suppose that all of the national forest land that surrounds Grand Teton was suddenly added to the park. Now, in that area only the people who lived there were allowed to continue to hunt in the area that became the addition to the new national park.

Now I ask my friend from Wyoming and those of you who are familiar with that area, what would happen in Wyoming if that took place? Precisely what's happened in my State; a situation where the State is torn asunder. We are people who enjoy the North country. There are more hunting licenses in the State of Alaska per capita than anywhere else. This is our recreation and it has been denied in many instances to the people who have protected these lands.

I would ask the committee as you consider this matter to keep in mind that there is more Federal land in Alaska closed to hunting than there is Federal land closed to hunting in all the other 49 States. We keep hearing that only 8 percent of Alaska is closed. That land, that 8 percent is the 8-percent figure that refers to the acreage of the national parkland that's closed to hunting. Whoever made that map has no real daily knowledge of Alaska because there's, in our judgement, a considerable portion of Alaska—over 100 million acres—that's closed to hunting.

Now, the problem about this is, is again I want to point out to you, this land is open to hunting now. People hunt there. As a matter of fact we can show you the figures. In most instances, visitation by subsistence hunters exceeds any national park visitors for other purposes and that demonstrates the main point: these are the areas that were prime hunting lands for Alaskans that were closed. We have not sought to totally turn national park—additions to the National Park System and the National Park Preserves, we've sought only those which were the key hunting areas that were denied our people, generally, but still left available specifically on the basis of the subsistence hunting contract.

Now I hope that the point that's made by my good and long friend from Rhode Island is considered, and that is, the statement is made—and as a matter of fact, I've heard that since I'm up for election in 1984 that this is a political bill. I just wondered how stupid people think I am if this is a political bill. The Alaskans were disturbed with the provision to close millions of acres to mining, they closed millions of acres to oil and gas activity, we were denied even the right of access to millions of acres of our State. We're denied rights to build roads and railroads in other parts of our State. If I presented a political bill, I would present a bill to Congress to right all those wrongs. We presented one issue, and that was the issue that the time this bill passed everyone knew there had been a wrong.

Anyone who was on the floor at the time the Alaska Lands Act passed knew that Senator Gravel's amendment was an amendment that should have passed. And it was too late; there was no way to work it into the Tsongas substitute. It was wiped out even though the Senate had voted overwhelmingly to open these lands by making them National Park Preserves rather than national parks. Now that was a wrong. And we seek only to right that wrong. And I would urge you to consider what would happen in your own State. Consider what would happen in your own State if you found a situation where rural residents could hunt on lands that belonged to an absentee landlord but urban people could not, and yet those lands had been the prime hunting area of the urban people before the landlord took the action in closing it.

Now we are a very patient people, I think, the Alaskans. There is more done by Congress to affect one State—and you can check this—every year, there is more legislation passed by Congress to affect one State than any other State in the Union. And the reason is Congress is the absentee landlord's board of directors. And we have been patient on the concept of this. I think we have been more than patient. We waited 2 years. We did not want to disturb the Department of the Interior as they went into the concept of trying to promulgate the regulations under the Lands Act.

We said at the time, at the opening of the Congress in 1983 we would ask Congress to right this wrong. And I urge you to do that. I urge you to study it. We're going to present to you some very large, full resolution maps that show you this.

I want you to keep in mind that in many instances when we are talking about hunting in these areas it's like asking someone to permit hunting in Annapolis. Look at these maps. We're talking about you being in a visitor's center here and letting someone hunt in Annapolis. No one who's not been there has a comprehension of the distance involved in these lands that have been closed to hunting to our people. And I think that this committee should give as close attention to this proposal as we did to the Alaska Lands Act. And I say to my friends—and many of them are my friends that are going to come here and oppose this bill—that they are wrong, they are simply wrong, because if this happened in their State they'd be here doing what I'm doing.

There's not one single person who comes here that shouldn't be asked this question: If you had a situation where the Federal Government had created a dichotomy of an inequity in resident hunters in your State contrary to your State law, would you try to eliminate it? Now that's the issue before the Congress: Are we going to permit Federal law to create a dichotomy in hunters and have an inequity?

I think that this, as I said, should be known as the "Hunters' Equity Act of 1983." I urge you all who State that you're going to oppose it to reconsider. Because if this festers, if this festers, gentlemen, God willing—and I will make a political statement—I'm going to be here for a long time. The next bill I introduce will cover mining, and oil and gas, areas that were closed to timber, the areas that were closed to access, and we will use this, we will use this as a springboard to get to the other issues that bother us. We have been fair to the Congress by taking this issue aside and trying to deal with the hunters alone and then going to the other issues. Because the hunters won't help us in those other issues. I know that and you know that.

But don't put us in the position with the next Congress, God willing when I return we have a new Alaska lands legislation bill that includes hunters, and oil and gas, and mining, and timber, and access, and the railroads. Because eventually, gentlemen, we'll win that one.

Thank you very much.

Senator **Wallop** [presiding]. Thank you, Ted. I regret that I was not here when you began your statement. The usual wet weather exigencies of National Airport prevented that.

I hoped that you would perhaps be available for questions from the committee.

Ted, are you—Senator Stevens, you——

Senator **Stevens**. Yes; I thought I'd take care of this while I could, but I'll be right back.

Senator **Wallop**. Oh, all right. That's fine.

I would ask Senator Jackson if he has a question of Senator Stevens.

Senator **Jackson**. Chairman, I have no questions.

Senator **Wallop**. Senator Chafee?

Senator **Jackson**. My concern here is that I think it's a mistake to reopen the issue. I would oppose reopening on other matters as well. It's a matter of judgement here. I, obviously, have the greatest respect for Senator Stevens, just some modest differences.

Senator **Wallop**. Senator Chafee, did you have any questions?

Senator **Chafee**. I just wanted to ask one——

Senator **Jackson**. His colleague as well, Senator Murkowski.

Senator **Chafee**. Well, I share that esteem for both gentlemen. I have known Senator Stevens longer than I have known anyone in the Senate, since we were in the same class in law school, going back a good number of years.

I would like to ask Senator Stevens a question if I might. The Gravel amendment to which a good deal of attention has been paid here today and reference that that lost out and if that had passed the suggestion was things were all right. My records show that the

Gravel amendment dealt with less than 2 million acres, whereas the amendment you are proposing is 12 million. Am I correct?

Senator STEVENS. Yes; that's right.

Senator CHAFEE. Well, the suggestion seems to be that the basis of this resurgence or this comeback or this reopening is based on the fact that the Gravel amendment failed to pass and not that that entitled those who were interested in this to come back and get a second bite of the apple. My problem is that the Gravel amendment was so much more modest than what is now being attempted that I find it a little difficult to understand why we can take a quantum sixfold leap from the Gravel amendment up to a 12 million—from 2 to 12 million acres.

Senator STEVENS. Well, one of the problems was, at the time, as I recall, the Gravel amendment applied to S. 9 whereas the Tsongas substitute was being worked and Gravel wasn't part of that negotiating group. I was working with the group trying to see what we could work out. And the Gravel amendment I did not help produce. It was, I'm told, it had in effect to cover approximately 6 to 7 million acres of the land that we're covering because of the changes that came about in the Tsongas substitute.

But the impact of—what I'm saying is S. 9 left some land open to hunting that the Tsongas substitute closed to hunting. Does the Senator understand that? If you take the Gravel amendment and the lands that were closed by the Tsongas substitute, you would have about 6 to 7 million acres of the lands we're dealing with now in the 12 million acre amendment that's before us now. The difference is that the passage of time with regard to the State Department of Fish and Game that made the study as to which of these areas ought to be open because of the problem that comes out of the subsistence difficulty that I mentioned, the raging controversy in our State. These are the lands that were used by the urban hunters prior to the withdrawal under the Antiquities Act that were not made available by the Tsongas substitute.

Senator CHAFEE. I'd also like to ask one other question. Do I understand from what the Senator—you, Senator Stevens, said in the conclusion of your State here regarding reopening the bill for mining and lumbering and for a host of other activities, drilling, you said that you would forebear at this time because you are only dealing with hunting but at a subsequent time it would be proper to come back with those? Did I misunderstand the point you were making?

Senator STEVENS. The point I was making was that I have assured the hunting groups that we would not seek to reopen the Lands Act in any way if they would assist in presenting this legislation on a national basis. What I have said is that if Congress denies us this opportunity at this time, in the next Congress we will present a bill that would include hunting and the other issues that other Alaskans are disturbed about. If we have to go at the total bill in order to get the support to right this wrong we'll do that.

I have no present intent to offer any bill. I have not had a request from anyone else other than the hunters to reopen the Lands Act. That may come at some future time. But what I'm saying is that now the Congress has an opportunity to act on hunting and hunting alone, and they will not be involved, if this wrong is righted, in any subsequent legislation that might come before the Congress.

I think that's the best way to deal with this act is on an issue by issue basis. If any future need arises we would do that on a basis of individual bills. But I've no intention at the present time to offer any legislation affecting any other portion of the Lands Act.

Senator CHAFEE. Thank you.

Thank you, Mr. Chairman.

Senator WALLOP. Senator Murkowski, did you wish?

Senator MURKOWSKI. So seldom I have an opportunity to question my colleague, but as a consequence I'll make the most of it.

You've indicated, Senator Stevens, that at the time there was not a deal made, yet the impression of two of our colleagues that have testified today and some that I've talked to previous, seems to indicate that there indeed was a deal that was all over in 1980 when the Lands Act was passed. How can they have that misconception prevailing till today?

Senator STEVENS. I don't know. Some people thought I was sort of a bastard at a family reunion when I went to the signing ceremony down at the White House, but I did. And I did congratulate President Carter for his efforts; he made a substantial effort to get that Lands Act passed. But I stated at the time that there were problems with that act and Alaskans would seek to have that act amended. And I specifically mentioned the hunting proposition, to my memory.

The basic at that time we foresaw this schism that was going to develop in our State because of the problem of allowing rural residents to hunt in areas which had been predominantly used by urban hunters. It has lead to this, as you know, complete split in the State. That was a very, almost even split in the State over the issue of should all subsistence be denied because of the special privilege given subsistence by Federal law and not State law.

Senator MURKOWSKI. The very fact that the 32 million acres were previously open to hunting and we're only proposing to reopen 12 and leave 20 permanently closed I think is something that may have been lost somewhat in the interpretations we have from some of our colleagues.

Senator STEVENS. We did not seek to make all the additions to the national parks open to hunting, you're correct in that.

Senator MURKOWSKI. So there's a very major area that will remain permanently closed.

One other question I think that merits some consideration is the fear that has been expressed and touched on by Senator Chafee in his remarks that once we open the door it will lead to other things. I think you and I have generally agreed that as we proceed with this legislation that if there are substantial amendments tacked on it won't go anywhere. I, personally, have indicated that I will not support the legislation if there are a number of amendments that are attached to it.

Senator STEVENS. Again, Mr. Chairman, and I apologize for not staying down at the witness table. One is not in the habit of staying, you know, after making a statement. But I should have stayed down there. But I want to say again that I think the Alaska Lands

Act needs a period of experience for Congress and the State to analyze what has happened. We need to know—and as the statement read by Senator Murkowski indicates, even our good friend, and he really is a good friend, Secretary Andrus indicated that future generations might want to change the Lands Act. But we're not future generations yet.

As far as the other provisions, this is the only one that I have a present intention to try to change. But if the hunters alone can't do it, then I say the next time let's add the miners and the oil and gas people. If that won't do it, then let's add everybody until we get a coalition that will change this and right this basic wrong on hunting. I'm not saying I have any present intention to do that at all. I hope we're not forced to do that. I would hope those that are here opposing the bill understand the political risk you and I have in not going into those other issues at this time. I don't think they seem to appreciate that at all.

Senator MURKOWSKI. One other question. Perhaps it will be construed as an observation, but occasionally we are chastised by referring to the public land in Alaska as our land. But I think you would agree that on the basis of a commitment of the State of Alaska in expertise in managing the resources with the 89 game biologists compared with the one National Park Service biologist and the recognition that the National Park Service I believe only has 7 biologists throughout the United States assigned to the parks, the fact that we have 50 percent of all the parkland in the United States in the State of Alaska, that we have the obligation of stewardship for the land within our State even though, in effect, it is of course public land.

But I think you would agree in regard to our management expertise, we somewhat put our pocketbook where our mouth has been and can take a great deal of pride in the dedication and commitment which we have made for the resource management of Alaska fish and game.

Senator STEVENS. Wildlife management comes second only to education in our State. That's not true in any other State. I think we commit more money to wildlife management than the Nation as a whole does. We ought to have the recognition of that in terms of determining what lands ought to be open for proper management.

Again, the department of fish and game here, I think they are the greatest group of wildlife managers in the world today, and they ought to be, they've got the best area and the best public support of any area of the world that has a great wildlife population.

Mr. Chairman, I do appreciate it. I don't want to prolong it. I think we ought to listen to the witnesses.

Senator MURKOWSKI. I have concluded my questions, Mr. Chairman.

Senator WALLOP. Well, I think, yes. The administration's witness is Hon. Ray Arnett, Assistant Secretary of Fish, Wildlife and Parks, the Department of the Interior. He's accompanied by Bill Horn, Deputy Under Secretary.

I would welcome Mr. Arnett. For the benefit of those attending this hearing, I am going to turn the chair over to Senator Murkowski to conduct the remainder of this hearing. He knows the 5-

minute rule. I hope that witnesses will do that in the interest of providing those who have traveled a long way the same opportunity to testify as those who are coming just from downtown.

Senator MURKOWSKI [presiding]. Thank you, Mr. Chairman.

STATEMENT OF G. RAY ARNETT, ASSISTANT SECRETARY, FISH, WILDLIFE AND PARKS, DEPARTMENT OF THE INTERIOR, ACCOMPANIED BY WILLIAM HORN, DEPUTY UNDER SECRETARY, DEPARTMENT OF THE INTERIOR

Mr. ARNETT. Thank you, Mr. Chairman. Thank you, Senator Wallop and other Senators. After that eloquent and most appropriate and lucid review of the situation that existed up to this time, I kind of feel insignificant about hashing some of this ground that both Senators Murkowski and Stevens have so clearly defined.

But I do want you to understand that we do support S. 49, which is the bill at the present time to designate approximately 12 million acres of specific public lands in Alaska as preserves open to sport hunting activities. But we would support enactment of S. 49 with our proposed amendments to reduce the area so designated to approximately 10.5 million acres.

The Alaska National Interest Lands Conservation Act of 1980 created or expanded eight national parks and established two national monuments. Besides parks and monuments, the act also established several areas of national park preserves in which sport hunting would continue. More than 43 million acres of new national parks and monuments were established, 24 million of which were closed to sport hunting. Prior to the passage of this act, there were 7.5 million acres of national parks in Alaska.

Today, the total current Federal land acreage in Alaska closed to sport hunting is 32 million acres, as you have here, an area larger than the States of New Hampshire, Vermont, Massachusetts, Rhode Island, and Connecticut combined. In contrast, there are only 30 million acres of Federal land in the entire lower 48 States where hunting is prohibited.

The Alaska Lands Act also provides for continued traditional subsistence hunting, fishing, and gathering by rural Alaskans. Subsistence use includes the customary and traditional uses of wild renewable resources for direct personal or family consumption. Local residency and customary reliance on hunting, gathering, and fishing determines those people eligible for subsistence use in parklands.

The only difference between a national park or monument and a national park preserve in Alaska is that sport hunting and trapping are allowed in a preserve. Now these activities are subject to State fish and game laws, seasons, and bag limits and must also comply with the Federal laws and regulations. Only 12 million acres, or 35 percent, of the present national park lands in Alaska would be affected by enactment of S. 49. The remaining 20 million acres would remain closed to sport hunting.

Sport hunting is recognized as a valuable resource tool of wildlife management by both State and Federal Government. Enactment of S. 49 would allow the State of Alaska to manage its wildlife resources for the benefit of the species and recreational use by hunters. Wildlife populations would not be threatened. The Alaska Department of Fish and Game, recognized as a model of efficient wildlife management here and abroad, would continue to protect those wild populations in cooperation with the National Park Service. The State agency believes it can be more effective and efficient in traditional hunting and access patterns if they were restored.

The opening of these lands to sport hunting would not threaten the environment. Enactment of this bill would not affect current prohibition against drilling, mining, logging, and development of these specific lands. The primary objective of the Alaska Lands Act of 1980, to prevent this type of development, would be maintained. However, the Alaska Lands Act was also intended to preserve Alaska for the enjoyment of all outdoorsmen, and that certainly includes the sport hunter. No wilderness designation of any national park or preserve land in Alaska is affected by this action.

The legislation has strong support from the conservation community, including the International Association of Fish and Wildlife Agencies, the National Wildlife Federation, Ducks Unlimited, Game Conservation International, the National Rifle Association, Safari Club International, the Foundation of North American Wild Sheep, and the Wildlife Legislative Fund of America.

Use of the parks by nonhunters would not be threatened. The sites designated in the bill are remote and located far from visitor centers and hiking trails. In addition, because the major hunting seasons in Alaska do not begin until fall, most of the summer tourists would have returned home by then.

Moreover, in many instances, these lands are already being shared cooperatively by nonhunters and subsistence hunters. Thus, we anticipate no conflict between hunter and nonhunter visitor use.

It is important to point out that the parklands affected by S. 49 differ considerably from other parklands such as Yellowstone National Park. All the land described in the bill was open to sport hunting until 1978 and continues to be used for subsistence hunting. Yellowstone, as with other national parks in the lower 48 States, has been closed to all hunting activities since it was established as a national park over 100 years ago.

Though S. 49 will not affect these parks, we certainly do not propose to change the prohibition of hunting in long-established national park sanctuaries such as Yellowstone. In fact, this administration would oppose such an effort. Thus, S. 49 would not in any way impair the integrity of the park system.

The State of Alaska has an excellent wildlife management program and generally approves the restoration of hunting to these areas. The management of the hunting would be a cooperative effort between the State and the National Park Service. Enactment of this bill would therefore provide an outstanding opportunity to strengthen the Federal-State partnership in wildlife management.

Well, Mr. Chairman, as you know, I am accompanied by Deputy Under Secretary Bill Horn who has been involved in this Alaska land issue since the early seventies. With your permission, he will go into further detail on the legislation and we will be happy to answer any questions at the conclusion of his statement.

As I asked you earlier, Senator Murkowski, I do have a State Department meeting at 11:30. If I may leave sometime during Mr. Horn's discussion, without interruption, I would appreciate that privilege.

Senator **Murkowski**. Surely, Mr. Arnett.

Mr. **Arnett**. Thank you.

Senator **Murkowski**. I would like to accommodate Senator Specter at this time who is on a rather tight schedule and has a friend and constituent that he would like to introduce to the committee at this time.

Senator Specter.

STATEMENT OF HON. ARLEN SPECTER, A U.S. SENATOR FROM THE STATE OF PENNSYLVANIA

Senator **Specter**. Thank you very much, Mr. Chairman.

I have the pleasure to introduce Mr. Dan Galbreath. If he would step forward.

Senator **Murkowski**. We're not changing the order necessarily, so——

Senator **Specter**. I would just like him by me.

Senator **Murkowski**. Please. I just didn't want to scare off the other witnesses.

Senator **Specter**. Mr. Chairman, I very much appreciate your interrupting your regular course to permit me just a few moments to introduce a good friend, Dan Galbreath. We consider him a Pennsylvanian although he pays his principal taxes in another State, a subject that might not be a good one to talk about at length here today. But, he will be a witness before your committee and I did want to have this opportunity to introduce him.

He has served with distinction as president of the Pittsburgh Pirates for some 14 years now. He's a graduate of Amherst College in 1950 and received his masters degree in business administration from Ohio State University in 1953. He is a partner with his father, Mr. John W. Galbreath, in real estate enterprises which have their principal offices in my State, Pennsylvania, being headquartered in Pittsburgh, and they have extensive holdings in New York City and Columbus, Ohio, as well.

He has an outstanding record in community activities, having served on the board of directors of the Columbus Youth Foundation, the Boys' Club, Big Brothers Association, and he is currently director of the American Red Cross, Columbus Chapter and the Cleveland Zoological Society and the Columbus Zoo Association.

So you can see that Mr. Galbreath's interest and activities in wildlife are very extensive indeed. And it gives me a great deal of pleasure to have this opportunity to introduce him to this committee so you will have some broader understanding of his background and his standing. I feel qualified to do that because we consider him to be a substantial extent to be a Pennsylvanian. Anybody who could bring the world championship to Pennsylvania has that permanent standing.

Mr. Chairman, I thank you very much.

Senator **Murkowski**. Thank you very much, Senator. I wonder if you know whether or not your good friend has any indication of expanding his baseball interest to Alaska? We're looking for a farm team. We would be pleased to provide him with some opportunities to explore our wilderness areas.

Senator SPECTER. I would be surprised to hear Alaska settling for a farm team——

Senator MURKOWSKI. That's a good response.

Senator SPECTER [continuing]. Knowing Senator Stevens as well as Senator Murkowski, I would expect you'd want an expansion of the big leagues. With all the current antitrust issues pending you might be able to negotiate good arrangements, Senator Murkowski.

Senator MURKOWSKI. Thank you very much, Senator.

Mr. Galbreath, if you wish you may stay at the table but we are going to proceed with our previous witnesses, Ray Arnett and Bill Horn, at this time.

Bill, would you approach the witness table. Mr. Secretary, Ray, do you want to come up. Ray Arnett.

I think, Mr. Galbreath, that's probably as comfortable a spot as any and you can just begin to move over——

Mr. GALBREATH. Thank you, sir.

Senator MURKOWSKI [continuing]. To the left as we proceed.

In order to expedite your time schedule, I'm wondering if I may ask if my colleague Senator Stevens has a question of Ray. After we finish that questioning we can proceed with Bill Horn and excuse Ray.

Senator STEVENS. I understand—the only question I would have is I understand you support the bill but you would like to change the configuration of some of the areas that would be open to sports hunting?

Mr. ARNETT. That's correct, Senator. I think we have the maps there that will very clearly show the difference between the original language of the bill provided for 12 million acres proposed by the State and the Alaska delegation and the 10.5 million acres recommended by the Department of the Interior. As Mr. Horn gets into his testimony I think they will clearly be able to see those differences that we are talking about.

Senator STEVENS. Well, my sole question is, did you confer with the State Department of Fish and Game as to some of these areas, as to these areas you want to change?

Mr. ARNETT. Yes, sir; Mr. Horn has conferred with the Alaska Department of Fish and Game and Alaska conservation groups, and thus has had a wide input as far as trying to draw adequate lines.

Senator STEVENS. Thank you very much. I appreciate that, Mr. Arnett.

Senator MURKOWSKI. Mr. Arnett, you have line authority over the Park Service as their biologists report up to you, is that—could you define a little bit how that works? I'm interested in the realization that we have evidently one Park Service biologist in Alaska.

Mr. ARNETT. I'm aware of that, Senator Murkowski. No; the park biologist does not report to me but through his Superintendent and Regional Director. The park biologist, through a memorandum of understanding that we have with the Alaska Fish and Game Department, an ongoing and most satisfactory memorandum of understanding, that is used would cooperatively manage wildlife in the park and preserves areas with the State having primary responsibility for resident species.

The Park Service per se, as you point out, could be constured as somewhat deficient in the number of individuals that they have serving as park biologists. However, the State is the primary agency concerning resident wildlife. The memorandum of understanding with the State of Alaska, the Fish and Game Department therein, is what is primarily used to help manage these lands, especially in obtaining biological data.

Senator STEVENS. Will the Senator yield right there?

Senator MURKOWSKI. Senator Stevens.

Senator STEVENS. What you are really saying is then that the Department of Fish and Game which is supported by the license fees and the payments that are made by Alaska hunters is providing the expertise to manage the lands the Park Service has that are available only to a limited class of our hunters?

Mr. ARNETT. In effect, I would say that your statement is accurate, Senator.

Senator MURKOWSKI. So the State game biologists actually interact then?

Mr. ARNETT. Yes, sir, they act and interact with the Park Service under—this memorandum of understanding that lays out the responsibilities that each party has to each other in an effort to adequately manage the wildlife resources in the State, especially resident species of fish and wildlife.

Senator MURKOWSKI. So in other words, that's necessary because of the inadequacy of your biologists? With one biologist you just can't do it, is that right?

Mr. ARNETT. I don't think that's a complete statement. There is an inadequacy in the number of people we have. The biologist himself is not inadequate. But we do have a small number of bodies——

Senator MURKOWSKI. I stand corrected.

Mr. ARNETT [continuing]. In Alaska. We have the same type of a memorandum of understanding with the State of Alaska Fish and Game Department with the U.S. Fish and Wildlife Service. The thrust of both of those memorandums of understanding is to try to continue with that cooperative good neighbor policy in working with the State, recognizing that in the refuge areas alone seven-eighths of the refuge lands that are owned or managed by the Fish and Wildlife Service are located in Alaska. Seven-eighths of the area. And about one-half of the park areas, total park areas, in the United States are in the State of Alaska.

So we recognize the relationship that we have with the State of Alaska, the Federal Government does. The memorandum of understandings that have been created between those two agencies are for the purpose of addressing that vast amount of land that is so important to the residents of Alaska.

Senator MURKOWSKI. One other question. These memorandums of understanding, is this a peculiar or an unusual one that you have in relationship to the State of Alaska or is it similar to other areas?

Mr. ARNETT. We have similar memorandums of understanding with other States. But perhaps none are any more complex or as complete as the ones we have with Alaska, recognizing the vast amount of resources that need protection in that State.

Senator **Murkowski**. As far as you're concerned, this relationship has been satisfactory? The State has been cooperative? How do you regard the State's expertise?

Mr. **Arnett**. Well, I regard them very highly. I think you will recall I was the director of the California Department of Fish and Game. For the last 15 years I've worked very closely with the professionals in the State of Alaska. There is little doubt, in regard to your earlier statement that they are a very highly qualified group of individuals. We work very closely and very well with them at the Federal level.

Senator **Murkowski**. If the State, for some reason or another, were to cancel this agreement, what would your management capability be to manage these 32 million acres of land?

Mr. **Arnett**. Well, the Fish and Wildlife Service would probably take the brunt of it in that regard, because the Park Service just is not geared up with the wildlife management type personnel that would be available.

Senator **Murkowski**. Do you have any idea what kind of a budget increase you would need if the State——

Mr. **Arnett**. It would be considerable. And I'd hate to come to the Congress and ask for it.

Senator **Murkowski**. We'd appreciate for the record just an estimate of what you feel you might need in funds if the State were to cancel its working agreement with you.

The point I'm trying to make is an obvious one: How much is the State of Alaska individually contributing to the management of Federal lands for the benefit, obviously, of the Federal Government?

Mr. **Arnett**. Well we recognize that tremendous contribution. The dollar value, as I say, would be considerable. It would be the same way with any State, Senator, but not to the degree it is with Alaska, because we have very few people in Alaska compared to the responsibilities of the numbers of acres of land, both in refuge and in parks that the Federal services have responsibility for.

Senator **Murkowski**. Thank you, Mr. Arnett. I believe that concludes the questions. You may be excused as a witness.

Mr. **Arnett**. Thank you. If I may wait just a moment to watch up to the last hour if it's all right with you.

Senator **Murkowski**. Fine.

We'll call on our next witness, William Horn, Deputy Under Secretary, Department of the Interior. Mr. Horn, we welcome you to the committee and we look forward to your testimony. And I assume those maps over there are yours.

STATEMENT OF WILLIAM HORN, DEPUTY UNDER SECRETARY, DEPARTMENT OF THE INTERIOR

Mr. **Horn**. Thank you, Mr. Chairman. At the outset I'd like to ask permission that my entire statement be printed in the record.

Senator **Murkowski**. Without objection so ordered.

Mr. **Horn**. Thank you. I appreciate this opportunity to appear today before the subcommittee to discuss S. 49. Before getting into the details of how we went about preparing our specific recommendations, I'd like to touch very briefly on bits of history.

Senator MURKOWSKI. May I interrupt just a moment? I would like to order into the record the memorandum of understanding that Mr. Arnett referred to between the State of Alaska and the U.S. Fish and Wildlife Service.

Mr. ARNETT. Both the Park Service and the Fish and Wildlife Service?

Senator MURKOWSKI. That's correct. Yes, sir, thank you.

[The material referred to follows:]

United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

MAY 10 1983

Honorable Malcolm Wallop
Chairman, Subcommittee on Public
Lands and Reserved Water
Committee on Energy and
Natural Resources
United States Senate
Washington, D.C. 20510

Dear Senator Wallop:

At the hearing on April 15 before your Subcommittee on S. 49, this Department's witness promised to provide for the record copies of the existing memoranda of understanding of the U.S. Fish and Wildlife Service and the National Park Service with the Alaska Department of Fish and Game. A copy of each document is enclosed. We will be providing responses to other questions on S. 49 in the near future.

We appreciate the opportunity to supplement our testimony.

Sincerely,

s/Leona A. Power

Leona A. Power
Legislative Counsel

Enclosures

MASTER MEMORANDUM OF UNDERSTANDING
BETWEEN
THE ALASKA DEPARTMENT OF FISH AND GAME
JUNEAU, ALASKA
AND
THE U.S. NATIONAL PARK SERVICE
DEPARTMENT OF THE INTERIOR
ANCHORAGE, ALASKA

This Master Memorandum of Understanding between the State of Alaska, Department of Fish and Game, hereinafter referred to as the Department, and the U.S. Department of the Interior, National Park Service, hereinafter referred to as the Service, reflects the general policy guidelines within which the two agencies agree to operate.

WHEREAS, the Department, under the Constitution, laws, and regulations of the State of Alaska, is responsible for the management, protection, maintenance, enhancement, rehabilitation, and extension of the fish and wildlife resources of the State on the sustained yield principle, subject to preferences among beneficial uses; and

WHEREAS, the Service, by authority of the Constitution, laws of Congress, executive orders, and regulations of the U.S. Department of the Interior is responsible for the management of Service lands in Alaska and the conservation of resources on these lands, including conservation of healthy populations of fish and wildlife within National Preserves and natural and healthy populations within National Parks and Monuments; and

WHEREAS, the Department and the Service share a mutual concern for fish and wildlife resources and their habitats and desire to develop and maintain a cooperative relationship which will be in the best interests of both parties, the fish and wildlife resources and their habitats, and produce the greatest public benefit; and

WHEREAS, the Alaska National Interest Lands Conservation Act (ANILCA) and subsequent implementing Federal regulations recognize that the resources and uses of Service lands in Alaska are substantially different than those of similar lands in other states and mandate continued subsistence uses in designated National Parks plus sport hunting and fishing, subsistence, and trapping uses in National Preserves under applicable State and Federal laws and regulations; and

WHEREAS, the Department and the Service recognize the increasing need to coordinate resource planning and policy development;

NOW, THEREFORE, the parties hereto do hereby agree as follows:

THE DEPARTMENT OF FISH AND GAME AGREES:

1. To recognize the Service's responsibility to conserve fish and wildlife and their habitat and regulate human use on Service lands in Alaska, in accordance with the National Park Service Organic Act, ANILCA, and other applicable laws.

2. To manage fish and resident wildlife populations in their natural species diversity on Service lands, recognizing that nonconsumptive use and appreciation by the visiting public is a primary consideration.

3. To consult with the Regional Director or his representative in a timely manner and comply with applicable Federal laws and regulations before embarking on management activities on Service lands.

4. To act as the primary agency responsible for management of subsistence uses of fish and wildlife on State and Service lands, pursuant to applicable State and Federal laws.

5. To recognize that National Park areas were established, in part, to "assure continuation of the natural process of biological succession" and "to maintain the environmental integrity of the natural features found in them."

THE NATIONAL PARK SERVICE AGREES:

1. To recognize the Department as the agency with the primary responsibility to manage fish and resident wildlife within the State of Alaska.

2. To recognize the right of the Department to enter onto Service lands after timely notification to conduct routine management activities which do not involve construction, disturbance to the land, or alterations of ecosystems.

3. To manage the fish and wildlife habitat on Service lands so as to ensure conservation of fish and wildlife populations and their habitats in their natural diversity.

4. To cooperate with the Department in planning for management activities on Service lands which require permits, environmental assessments, compatibility assessments, or similar regulatory documents by responding to the Department in a timely manner.

5. To consider carefully the impact on the State of Alaska of proposed treaties or international agreements relating to fish and wildlife resources which could diminish the jurisdictional authority of the State, and to consult freely with the State when such treaties or agreements have a significant impact on the State.

6. To review Service policies in consultation with the Department to determine if modified or special policies are needed for Alaska.

7. To adopt Park and Preserve management plans whose provisions are in substantial agreement with the Department's fish and wildlife management plans, unless such plans are determined formally to be incompatible with the purposes for which the respective Parks and Preserves were established.

8. To utilize the State's regulatory process to the maximum extent allowed by Federal law in developing new or modifying existing Federal regulations or proposing changes in existing State regulations governing or affecting the taking of fish and wildlife on Service lands in Alaska.

9. To recognize the Department as the primary agency responsible for policy development and management direction relating to subsistence uses of fish and wildlife resources on State and Service lands, pursuant to applicable State and Federal laws.

10. To consult and cooperate with the Department in the design and conduct of Service research or management studies pertaining to fish and wildlife.

11. To consult with the Department prior to entering into any cooperative land management agreements.

12. To allow under special use permit the erection and maintenance of facilities or structures needed to further fish and wildlife management activities of the Department on Service lands, provided their intended use is not in conflict with the purposes for which affected Parks or Preserves were established.

THE DEPARTMENT OF FISH AND GAME AND THE NATIONAL PARK SERVICE MUTUALLY AGREE:

1. To coordinate planning for management of fish and wildlife resources on Service lands so that conflicts arising from differing legal mandates, objectives, and policies either do not arise or are minimized.

2. To consult with each other when developing policy, legislation, and regulations which affect the attainment of wildlife resource management goals and objectives of the other agency.

3. To provide to each other upon request fish and wildlife data, information, and recommendations for consideration in the formulation of policies, plans, and management programs regarding fish and wildlife resources on Service lands.

4. To recognize that the taking of fish and wildlife by hunting, trapping, or fishing on certain Service lands in Alaska is authorized in accordance with applicable State and Federal law unless State regulations are found to be incompatible with documented Park or Preserve goals, objectives or management plans.

5. To recognize for maintenance, rehabilitation, and enhancement purposes, that under extraordinary circumstances the manipulation of habitat or animal populations may be an important tool of fish and wildlife management to be used cooperatively on Service lands and waters in Alaska by the Service or the Department when judged by the Service, on a case by case basis, to be consistent with applicable law and Park Service policy.

6. That implementation by the Secretary of the Interior of subsistence program recommendations developed by Park and Park Monument Subsistence Resource

Commissions pursuant to ANILCA Section 808(b) will take into account existing State regulations and will use the State's regulatory process as the primary means of developing Park subsistence use regulations.

7. To neither make nor sanction any introduction or transplant of any fish or wildlife species on Service lands without first consulting with the other party and complying with applicable Federal and State laws and regulations.

8. To cooperate in the development of fire management plans which may include establishment of priorities for the control of wildfires and use of prescribed fires.

9. To consult on studies for additional wilderness designations and in development of regulations for management of wilderness areas on Service lands.

10. To resolve, at field office levels, all disagreements pertaining to the cooperative work of the two agencies which arise in the field and to refer all matters of disagreement that cannot be resolved at equivalent field levels to the Regional Director and to the Commissioner for resolution before either agency expresses its position in public.

11. To meet annually to discuss matters relating to the management of fish and wildlife resources on, or affected by, Service lands.

12. To develop such supplemental memoranda of understanding between the Commissioner and the Regional Director as may be required to implement the policies contained herein.

13. That the Master Memorandum of Understanding is subject to the availability of appropriated State and Federal funds.

14. That this Master Memorandum of Understanding establishes procedural guidelines by which the parties shall cooperate, but does not create legally enforceable obligations or rights.

15. That this Master Memorandum of Understanding shall become effective when signed by the Commissioner of the Alaska Department of Fish and Game and the Alaska Regional Director of the National Park Service and shall continue in force until terminated by either party by providing notice in writing 120 days in advance of the intended date of termination.

16. That amendments to this Master Memorandum of Understanding may be proposed by either party and shall become effective upon approval by both parties.

STATE OF ALASKA
Department of Fish and Game

By Ronald O. Skoog
Ronald O. Skoog
Commissioner

Date 14 October 1982

U.S. DEPARTMENT OF THE INTERIOR
National Park Service

By John E. Cook
John E. Cook
Regional Director, Alaska

Date October 5, 1982

MASTER MEMORANDUM OF UNDERSTANDING

BETWEEN

THE ALASKA DEPARTMENT OF FISH AND GAME

Juneau, Alaska

AND

THE U.S. FISH AND WILDLIFE SERVICE

DEPARTMENT OF THE INTERIOR

Anchorage, Alaska

This Master Memorandum of Understanding between the State of Alaska, Department of Fish and Game, hereinafter referred to as the Department, and the U.S. Fish and Wildlife Service, hereinafter referred to as the Service, reflects the general policy guidelines within which the two agencies agree to operate.

WHEREAS, the Department, under the Constitution, laws, and regulations of the State of Alaska (Appendix I), is responsible for the management, protection, maintenance, enhancement, rehabilitation, and extension of the fish and wildlife resources of the State on the sustained yield principle, subject to preferences among beneficial uses; and

WHEREAS, the Service, by authority of the Constitution, laws of Congress and regulations of the U.S. Department of Interior (Appendix II) has a mandated management responsibility for certain species or classes of wildlife and is responsible for the management of Service lands in Alaska, and the conservation of fish and wildlife resources on these lands; and

WHEREAS, the Department and the Service share a mutual concern for fish and wildlife resources and their habitats and both are engaged in extensive fish and wildlife conservation, management, and protection programs and desire to develop and maintain a cooperative relationship which will be in the best interests of both parties, the concerned fish and wildlife resources and their habitats, and produce the greatest public benefit; and

WHEREAS, it has been recognized in the Alaska National Interest Lands Conservation Act and subsequent implementing Federal regulations that the resources and uses of Service lands in Alaska are substantially different than those of other states; and

WHEREAS, the Department and the Service recognize the increasing need to coordinate resource planning and policy development;

NOW, THEREFORE, the parties hereto do hereby agree as follows:

THE DEPARTMENT OF FISH AND GAME AGREES:

1. To recognize the Service as the agency with the responsibility to manage migratory birds, endangered species, and other species mandated by Federal law, and on Service lands in Alaska to conserve fish and wildlife and their habitats and regulate human use.

2. To manage fish and resident wildlife populations in their natural species diversity on Service lands.

3. To consult with the Regional Director in a timely manner and comply with applicable Federal laws and regulations before embarking on enhancement or construction activities on Service lands.

THE FISH AND WILDLIFE SERVICE AGREES:

1. To recognize the Department as the agency with the primary responsibility to manage fish and resident wildlife within the State of Alaska.

2. To recognize the right of the Department to enter onto Service lands at any time to conduct routine management activities which do not involve construction, disturbance to the land, or alterations of ecosystems.

3. To cooperate with the Department in planning for enhancement or development activities on Service lands which require permits, enviromental assessments, compatibility assessments, or similar regulatory documents by responding to the Department in a timely manner with requirements, time tables, and any other necessary input.

4. To manage the fish and wildlife habitat on Service lands so as to insure conservation of fish and wildlife populations and their habitats in their natural diversity.

5. To consider carefully the impact of any proposed treaties or international agreements relating to fish and wildlife resources on the State of Alaska which could diminish the jurisdictional authority of the State and to consult freely with the State when these treaties or agreements have a primary impact on the State.

6. To review present U.S. Fish and Wildlife Service policies and any future proposed changes in those policies in consultation with the Department to determine if modified or special policies are needed for Alaska.

7. To adopt refuge management plans whose provisions--including provision for animal damage control--are in substantial agreement with the Department's fish and wildlife management plans, unless such plans are determined formally to be incompatible with the purposes for which the respective refuges were established.

8. To utilize the State's regulatory process to maximum extent allowed by Federal law in developing new or modifying existing Federal regulations or proposing changes in existing State regulations governing or affecting the taking of fish and wildlife on Service lands in Alaska.

THE DEPARTMENT OF FISH AND GAME AND THE FISH AND WILDLIFE SERVICE MUTUALLY AGREE:

1. To coordinate planning for management of fish and wildlife resources on Service lands so that conflicts arising from differing legal mandates, objectives, and policies either do not arise or are minimized.

2. To consult with each other when developing policy and legislation which affects the attainment of wildlife resource management goals and objectives of the other agency.

3. To recognize that the taking of fish and wildlife by hunting, trapping, or fishing on Service lands in Alaska is authorized in accordance with applicable State and Federal law unless State regulations are found to be incompatible with documented Refuge goals, objectives, or management plans.

4. To develop such supplemental memoranda of understanding between the Commissioner and the Regional Director as may be required to implement the policies contained herein.

5. That this Master Memorandum of Understanding shall become effective when signed by the Commissioner of the Alaska Department of Fish and Game and the Alaska Regional Director of the U.S. Fish and Wildlife Service and shall continue in force until terminated by either party by providing notice in writing 120 days in advance of the intended date of termination.

6. That amendments to this Master Memorandum of Understanding may be proposed by either party and shall become effective upon approval by both parties.

STATE OF ALASKA	U.S. DEPARTMENT OF THE INTERIOR
Department of Fish and Game	Fish and Wildlife Service
By_____	_____
Ronald O. Skoog Commissioner	Keith M. Schreiner Regional Director, Alaska
Date 13 MAR 82	Date 3-13-82

Senator MURKOWSKI. Please proceed, Mr. Horn.

Mr. HORN. As I said, referring to some of the history, it was section 17(d)(2) of the Alaska Native Claims Settlement Act of 1971 that provided the impetus for designating public lands in Alaska as components of conservation system units. The first proposals that were received in December 1973, following preparation of an exhaustive 28-volume environmental impact statement by then Secretary of the Interior Rogers Morton, that exhaustive study produced his proposal, which included 45 million acres of new parks in Alaska. However, and most important regarding the issue we're discussing today, Secretary Morton recommended that all park lands in the Wrangells, the Gates of the Arctic, Lake Clark, and the Aniakchak units remain open to sport hunting. Secretary Kleppe reaffirmed this position during his tenure at the Department.

Since the very beginning of this process therefore sport hunting in park units in Alaska has been a readily accepted management approach. Unfortunately, this approach was shattered in December 1978 with the Antiquity Act withdrawals which unilaterally closed 44 million acres in Alaska to sport hunting.

Congress partially rectified this affront to sportsmen by passage of the Alaska Lands Act of 1980. The Department of the Interior is convinced, however, that Congress did not go far enough in undoing the Carter administration withdrawals under the Antiquities Act. From a wildlife resource management perspective, there was and is no justification to prohibit sport hunting on so many millions of acres.

In developing our specific recommendations we employed five principal criteria. Let me outline them very briefly.

The first was wildlife conservation. We would propose that only those areas where the resumption of sport hunting would have no adverse effects on a sustained, healthy wildlife population be redesignated as preserve. Let me also emphasize that if wildlife conservation were the sole criterion that we employed, we would urge you to enact S. 49 without change.

The second criterion that we examined was the protection of park values. The large size of the Alaska parks can easily accommodate sport hunting without adversely affecting other park values. Nonetheless, certain areas should be maintained, in our opinion, for nonhunting uses where areas of high scenic, recreational, or resource values are likely to attract significant numbers of nonhunting tourists. We also recognize the value in specific areas of preserving largely unhunted populations of wildlife.

The third criterion, of course, was previous sport hunting activity. We are recommending redesignating those areas that had a history of significant sport hunting use prior to the December 1978 Antiquity Act closures.

The fourth feature that we examined was equity or fairness to all citizens. Senator Stevens in his statement discussed this issue at more than adequate length.

The fifth criterion was logical management. We believe that discrete ecosystems should be managed in a uniform manner where possible, therefore, we are proposing new, discernable on-the-ground boundaries that facilitate logical management and provide ecological consistency.

With the committee's indulgence, and given the time limitations, I would like to briefly walk you through how we came about our specific recommendations involving the Gates of the Arctic National Park to see how we employed those five criteria in on-the-ground circumstances.

Senator STEVENS. Do you have similar maps for each area?

Mr. HORN. Yes, we do, Senator.

Very briefly, the areas—the blue depict S. 49 as introduced and then the orange is the administration's specific recommendations. Of course, wherever you see a crosshatch our recommendations are in complete accordance.

Let me just walk through how we came about our specific recommendations with some differences from S. 49.

First, of course, the entire 8 million acre unit, including the 7 million acre park and the roughly 1 million acres of existing preserve, are now open to sport hunting by local rural residents. There are approximately 2,500 subsistence users using the park on an annual basis at this time.

Interestingly, nonhunting or park-type visitations totaled only 1,500. So that subsistence use currently outnumbers park-type visitations throughout this entire 8 million acre area. Most of the nonhunting use occurs in the Alatna-Walker Lake-Arrigetch Peaks area.

Now, we went about trying to employ the criteria and what we were striving for, of course, was to protect some of the park values that led Congress to set these areas aside initially.

Senator MURKOWSKI. I want to make one point clear. You said that there were 2,500 subsistence users, which is more than the other uses of the area——

Mr. HORN. Yes; last year——

Senator MURKOWSKI [continuing]. Which are primarily recreational, is that correct?

Mr. **Horn** [continuing]. Recreational uses in the area last year I think were 1,522, according to our Park Service regional office.

Senator **Murkowski**. That area in its entirety consists of how many acres?

Mr. **Horn**. Eight million acres.

Senator **Murkowski**. So roughly, less than 2,000 people are using 8 million acres?

Mr. **Horn**. Yes.

Senator **Murkowski**. Why is that?

Mr. **Horn**. It's just an exceedingly remote, very difficult, costly area to reach. As you well know, Senator, once you get to Fairbanks you have to fly to Bettles and then charter out of Bettles to get dropped off, and then, of course, you have to have the air taxi out there come pick you up.

Senator **Murkowski**. So the average sportsman isn't going to get into that area. A person that obviously has the wherewithall to spend a lot of money?

Mr. **Horn**. Basically, anybody who wants to go to this area better be prepared to spend a fair amount of money for any type of recreation.

We started first looking at some of the park protection features and proposed that the entire Gates of the Arctic complex in the east remain closed to sport hunting. Of course, the feature that the entire area is named for is located right here on the north fork of the Koyukuk River. And we made one recommendation different from S. 49 in that not only did we want the north fork of the Koyukuk and its major tributary to the east, Clear River, to remain closed to sport hunting, but we proposed that the other major tributary to the west, the Tinyaguk River, also remain closed, so that we've got the complete drainage around the Gates of the Arctic complex in park.

Connected to that area to the northwest are the lands in the vicinity of Anaktuvuk Pass. Here you have a substantial degree of private in-holdings, lands owned by the Anaktuvuk Village Corp. and the Arctic Slope Regional Corp.

In past years, as land was conveyed to the native corporations trespass problems have been increasing and those trespass problems are continuing today, not with hunters but with hiking enthusiasts. Rather than reintroduce sport hunting in that area and exacerbate these trespass problems, we propose that this area remain closed to sport hunting.

Similarly, we've kept the Chandler Lake area closed for two purposes: first, we have that same private ownership problem in Chandler; second, Congress specifically left Chandler Lake a nonwilderness. The remaining part of the unit is wilderness designation. This is a very spectacular scenic lake, and because of the nonwilderness designation it's the only area on the north side of the park that might be available for future visitor center development. Because of that potential visitor development we wanted to keep sport hunting out of that area to facilitate that future potential.

Moving down to the Alatna-Arrigetch Peaks-Walker Lake area, we had two changes from S. 49 as proposed. We agreed on the main stem of the Alatna. Most of that visitor use that's occurring now happens in here. This is probably the most scenic area in the park. It's getting the bulk of the use.

Because of that use, which we expect to increase over time, we wanted the entire drainage closed to sport hunting. Of course, we kept Walker Lake closed which is also being used. There is some private lodge development in there now. We made one minor change here on the headwaters of the Reed River.

The Reed River is tied in with Walker Lake and Park Service planners have long talked about some sort of recreational development down in this area, which offers nice circuit hikes. If some day we can execute a land exchange with the State and add these small pieces here we could have the entire Walker Lake-Reed River area in a complete recreational complex closed to sport hunting.

Those are the areas that we left closed.

Now, the areas that we suggest opening are the upper Noatak River. We have roughly 4,000 people floating the Noatak River every year now. Of course, about 80 percent of the lower Noatak is already in preserve. We have had no conflicts between those 4,000 floaters and the sport hunting that exists in the Noatak. We thought that uniform management of the entire Noatak should be managed as a preserve.

The Killik country to the north is an area that provided high quality sheep hunting in the central Brooks range. Of course, because of its remoteness it's getting very little, if any, visitation. We would expect if this area is designated as preserve that the bulk of the use in the area would be by sport hunters as opposed to other recreational users.

The lower John River provides some of the best and most accessible sport hunting opportunities in the Gates of the Arctic area because of its proximity to Wild Lake and Bettles. It's more readily reached than some of these other areas. Because of the quality hunting, because most of the real high quality nonhunting recreation is focused on the Alatna-north fork of the Koyukuk areas we concluded that this region should be open to sport hunting. This also conforms with the bill reported by this committee both in 1978 and 1979.

We also recommended opening the lower north fork of the Koyukule. Again, this conforms with the previous recommendation from this committee. The proposed expansion of the Itkillik River Preserve is designed to put the boundary on a drainage basis. Right now the line is drawn across the middle of the basin. It is very difficult to find on the ground whether you are in the park or in the preserve.

Lastly, the Hammond River drains into the middle fork of the Koyukule which is outside the park. This is the pipeline haul road. No significant visitation is expected in this area and there are no proposed visitor development. Because of the proximity to the haul road, this is the type of area that the people coming out of Fairbanks will be able to reach rather readily as compared to the more remote areas and, of course, offer sport hunting opportunities for urban based Alaskans with a minimum expenditure of money.

We employed this type of analysis for all of the units in reaching our 10.5 million acres recommendation.

[The prepared statement of Mr. Horn follows:]

STATEMENT OF WILLIAM HORN
DEPUTY UNDER SECRETARY
U.S. DEPARTMENT OF THE INTERIOR
BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER
SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES ON S. 49 A BILL TO REDESIGNATE PUBLIC LAND IN ALASKA TO ALLOW HUNTING

Mr. Chairman, Members of the Subcommittee, I appreciate this opportunity to appear today to discuss S. 49, a bill to designate specified public lands in Alaska as National Park Service "Preserves" open to sport hunting activities.

Section 17(d)(2) of the Alaska Native Claims Settlement Act of 1971 provided the impetus for designating public lands in Alaska as parks, refuges, preserves and other conservation units. In December 1973, following preparation of an exhaustive 28-volume Environmental Impact Statement, Secretary of the Interior Morton offered the original "D-2" proposals which included 45 million acres of new parks. However, Secretary Morton also recommended that all park lands in the Wrangells, the Gates of the Arctic, Lake Clark and Aniakchak remain open to sport hunting. Since the beginning of this process, therefore, sport hunting in park units in Alaska has been an accepted management approach.

During the period from 1974 to 1978, Congress considered various "D-2" proposals that had at least one common item: All provided that sport hunting would continue on designated National Park System lands. Unfortunately, this common approach was shattered in December 1978 when the Carter Administration unilaterally closed 44 million acres in Alaska to sport hunting. This action totally prohibited sport hunting in all of the following traditional hunting areas: Wrangell-St. Elias

Mountains, central Brooks Range (Gates of the Arctic), north, south and west of the original Mt. McKinley Park, north of the original Katmai Monument, Lake Clark, and the Alsek River country.

Congress partially rectified this affront to sportsmen by passage of the Alaska Lands Act in 1980. We are convinced, however, that Congress did not go far enough in undoing the Carter Administration withdrawals. Accordingly, sport hunters in the State of Alaska and hunters from the rest of the United States who travel north to Alaska every year for some of the best hunting in North America have been and are being shortchanged. From a wildlife resource management perspective, there was and is no justification to prohibit sport hunting on so many millions of acres.

Although the Alaska Lands Act barred sport hunting on millions of acres, hunting by local residents for subsistence was permitted to continue. Hence, animals including moose, caribou, bear, and sheep are being taken today within Alaska's parks. S. 49 recognizes the rights and interests of all hunters and would reduce the inequities caused by establishing special classes of hunters. We cannot emphasize too strongly that S. 49 would not open sanctuaries such as Yellowstone to hunting nor set the stage to open any other national park lands outside the State of Alaska to sport hunting. All the specified areas in S. 49 were open to sport hunting until arbitrarily closed by the Carter Administration in 1978 and most are still open to local residents for subsistence hunting.

S. 49 would redesignate approximately 12 million acres as National Park Preserves to allow sport hunting. In developing our recommendations regarding specific areas, we employed five principal criteria.

(1) Wildlife Conservation

We would propose that only those areas where the resumption of sport hunting would have no adverse effects on a sustained, healthy wildlife population be redesignated as Preserve. Hunting has little impact upon the land and poses no threat to the wildlife resource when it is properly controlled. Game herds prosper and endure under a program in which regulated sport hunting plays an important role. Let me emphasize that if this were the sole criterion, we would urge you to enact S. 49 without change.

(2) Protection of Park Values

The large size of the Alaska parks can easily accommodate sport hunting without adversely affecting other park values. Nonetheless, certain areas should be maintained for non-hunting uses where areas of high scenic, recreational, or resource values are likely to attract a significant number of nonhunter tourists. We are recommending that sport hunting not be allowed where there is a potential for a visitor facilities site. Lands that would be better managed to protect the aesthetic values and nonhunter visitor use should therefore remain in park status. We also recognize the value of having areas with unhunted populations of wildlife.

(3) Previous Sport Hunting Activity

We only recommend redesignating those areas that have a history of significant sport hunting use prior to President Carter's closure in 1978. Please note that the areas at issue provide a very significant percentage of sport hunting opportunities in Alaska although they comprise a relatively small percentage of the land--wildlife populations are not evenly distributed throughout Alaska. Lands should remain in park status unless there was a significant level of sport hunting prior to that time.

(4) Fairness to all Citizens

Thousands of recreational hunters are being prohibited from participating in their sport on these public lands while local subsistence hunters are permitted to take animals. We are not concerned with the impact of the redesignation on the subsistence hunters because they would remain protected by State and Federal law and regulations. Yet, we are concerned that different classes of user groups are allowed to exist because of the Alaska Lands Act. This inequity must be corrected.

(5) Logical management

We believe that discrete ecosystems should be managed in a uniform manner where possible. We therefore are proposing new, discernable on-the-ground boundaries that facilitate logical management and provide ecological consistency.

These are the five criteria we have used to select the areas proposed for redesignation. More importantly, we have been on the ground in every unit with park personnel except Aniakchak, and have consulted with the Director, the Regional Director and the Superintendents of the units. The following describes our proposed alterations to S. 49.

Gates of the Arctic National Park and Preserve

The entire 8 million acre Gates of the Arctic complex is presently open to hunting by local residents from the villages such as Wisemann, Bettles, Allakaket, Evansville, Kobuk, and Shungnak and of course, the village of Anaktuvuk which is within the park. Major portions of the Itkillik drainage are presently in preserve status as well as the lower Kobuk River. Those two areas are now open to sport hunting.

In terms of our five criteria, the entire Gates should be opened if the wildlife management criterion is the only one used. This area was completely open to sport hunting until December 1978 when closed by the Carter Monument withdrawals. It supported a significant number of guiding operations and the area provided high quality hunting for sheep, caribou, bear, and moose.

Nonetheless we believe some very large areas should remain closed to sport hunting. Because of important park values, we propose that two major complexes remain closed to sport hunting. The first area encompasses the actual Gates of the Arctic and includes the North Fork of the Koyukuk River and its primary tributaries: the Tinyaguk River to the west and Clear Creek to the east. This provides a 1.3 million acre park complex with very high recreational value. It now gets significant use by non-hunters and we are taking that into account. Connected to that would be the Anaktuvuk Pass, and Chandler Lake country. The Anaktuvuk area has a substantial percentage of private lands held by the local village corporation and the regional corporation.

There have been significant numbers of trespass problems in the past with both the sport hunters prior to 1978 and with backpacking/hiking recreationalists since then. We do not want to exacerbate the existing problems by reintroducing sport hunting. We therefore recommend that the entire area near Anaktuvuk village remain in park status.

Similarly, the same land ownership situation exists at Chandler Lake. More importantly, Chandler Lake is the pre-eminent lake on the north side of the Brooks Range. If ever there were to be visitor development on the north aide of the Range, Chandler Lake is the place. It has been explicitly excluded from wilderness partially for that reason and consequently we believe that Chandler Lake should remain closed to sport hunting.

The other major complex closed to sport hunting is the Alatna River drainage, which is probably the pre-eminent float river in the Brooks Range. This 1.4 million acre unit is flanked by the spectacular and often photographed Arrigetch Peaks, probably the prime scenic feature of the Park and Preserve. The non-hunting recreational values lead us to keep the area closed to sport hunting despite the drainages traditional high quality sport hunting.

We have also proposed that the upper Reed River and Walker Lake areas--which form the primary headwaters of the Kobuk--remain closed to hunting. The Reed River country and the Walker Lake country form a complex on the south side of the Arrigetch Peaks. It provides excellent hiking and non-hunting visitation uses. There are developed visitor facilities at Walker Lake. We would expect the non-hunting visitation in this country to increase over time.

We suggest, however, in agreement with S. 49, that the following areas be redesignated as Preserve. The upper Noatak country is changed to Preserve. Presently over three quarters of the Noatak River is designated Preserve and although there is heavy recreational use of the river there have been no conflicts between sport hunting and non-hunting uses. Moreover, as a matter of ecological integrity, it makes sense to manage the entire Noatak drainage on a uniform basis.

On the northwest side of the park, we propose that Killik River country be designated as Preserve. This area has historically provided some very high quality sheep hunting in the central Brooks range. In addition, there is virtually no visitor use in this area. Frankly, sport hunting visitation will probably provide the bulk of public use. The lower half of the John River country should be designated Preserve. The John River country provides probably the finest hunting opportunities in the Central Brook Range and we propose therefore, that it be designated Preserve. This conforms to earlier recommendations from this committee.

On the northeast side of the park, we want to flush out the existing Itkillik River area which is now in Preserve. The current boundary line does not follow drainage patterns and is very difficult to spot on the ground. We are proposing that the boundary be moved to the south to follow the continental divide which is a logical and discernible on-the-ground boundary, so that the entire drainage is in Preserve.

The last two Preserve units would be in the eastern part of the Gates. We suggest those creek drainages north of Wisemann that flow into the Middle Fork of the Koyukuk which is outside the Park be made Preserve. This is an area along the pipeline haul road and the accessibility would provide hunting opportunities for people who do not have the ability to fly to more remote regions. It does not support nor does it offer any significant non-hunting visitation values.

Lastly, we would recommend that lower portion of the North Fork of the Koyukuk--the area immediately above Bettles--also be designated Preserve. This is a historic hunting area and designated Preserve. This is a historic hunting area and provides excellent moose hunting opportunities. Our recommendation here also squares with actions taken previously by this Committee.

In summary, we recommend that two vast park units totalling nearly 3 million acres--centered on the Gates of the Arctic and centered on the Walker Lake/Arrigetch Peaks/Alatna River country--be maintained. The remaining portions of the unit--approximately 5 million acres--should be designated Preserve, so that the traditional high quality sport hunting that existed in the area prior to 1979 can be resumed.

Wrangell-St Elias Park and Preserve

We will outline those areas where Park status is appropriate and the changes that we are proposing to S. 49.

On the north of the park we are proposing that the Copper-Tanada Lakes complex remain in park status. Although this country provided some of the finest sheep hunting in the State of Alaska and was historically subject to very heavy use prior to President Carter's withdrawals in December 1978, we recommend that this area remain as Park. It has developed visitor facilities and is one of the few areas that is fairly near a road and is therefore available to road based non-hunting visitors. As a consequence, we believe that the future potential use in this area makes it appropriate to forego sport hunting. We have however, suggested one minor change along the road. The current boundary is very difficult to find as it is unrelated to any natural feature. We have suggested that the Park-Preserve boundary be moved to Caribou Creek.

Moving around to the west, we are recommending that the lower Sanford River be changed from Park to Preserve. This area has no significant non-hunting visitation and there are moose hunting opportunities. In addition, there are a series of lakes that are used for access into the Preserve country that presently exists to the north or south.

At the entrance of the Chitina valley, we are recommending that the entire Kotsina drainage be redesignated as Preserve. This is a major sheep hunting area which has supported a very high level of hunting use over the years. It is readily accessible to local hunters and also to those who come down from Fairbanks and Anchorage. Of course, this high level sport hunting activity existed until December 1978.

Farther east we are proposing, and disagreeing with S. 49, that the Kuskulana drainage which reaches down toward the village of Strelna remain in Park status. This will be the major place where the Park will come down from the Wrangell Mountains and follow a major river complex to the road that presently enables people to get to McCarthy. We think that it is appropriate that one major area along the road has an unhunted sheep population. Moreover, the Park Service has indicated that the location where the Kuskulana River crosses the road would be an excellent location for future visitor facility. In the future, the Wrangells will be one of the few parks in Alaska that people can reach by auto and that visitation will become very significant in this area.

Immediately to the south, we suggest altering S. 49 to leave the Tebay Lakes, Hanagita River, and Bremmer River systems in park status.

Congress specifically left the Tebay Lakes as non-wilderness to permit visitor development in that area. There are some private cabins in there now. Once a visitor reaches the Lakes (probably by float plane), he can go north into the Hangaita River country or south into the Bremner system. We are convinced that a recreational complex can be built around these three areas and believe that this potential non-hunting visitor use indicates that it should remain off-limits to sport hunting.

Moving up the Chitina valley, we are recommending that the entire Chakina-Klu River Tana River-Goat Creek country be opened to sport hunters. Not only does this area provide a quality trophy sheep hunt but there is virtually no conflict whatsoever with non-hunting uses. The area is rarely visited by non-hunters. We are proposing that this line go all the way up to the Baldwin Glacier and then cut across the juncture of the Chitna and Logan Glaciers to include this large and important area in Preserve.

Of course, the very upper end of the Chitina valley provides some of the finest trophy sheep hunting in North America. For a period of time, two of three world record rams came out of this country. We are making a departure from S. 49 in recommending that the Preserve not run right up to the border with Canada. On the Canadian side, there is the Kluane Park and the Canadians are interested in ensuring a "no hunting" zone for the Dall sheep. We share three ridges in common with Canada that are isolated by major glaciers. Our proposed boundary ensures that the common ridges remain in unhunted status on both U.S. and Canadian sides. Not only will this serve a primary park purpose--it provides a level of cooperation with our Canadian counterparts. Moreover, it establishes a discernible on-the-ground boundary because a person on the ground will know that once he reaches the juncture of the Chitna and Locan Glacier he can proceed no further to the east. If we find someone on these ridges, there can be no excuse that the individual did not know that he or she is in the Park.

Northwest of the upper Chitina is the Nizina-Chitistone country. We propose that sport hunting be permitted to resume in this area. It had been hunted for years and provided superb opportunities for Dall sheep. It also supported a number of guiding services. Although there is a fair amount of hiking through the area, conflicts are minimal. Hikers are in the valleys--sheep hunters are in the high country.

In summary, we recommend that a total of 3.1 million acres be redesignated as Preserve leaving over 5 million acres as Park--an area 225 percent larger than Yellowstone Park.

Additions to Katmai National Park and Preserve

We are proposing a major alteration to S.49 by recommending that all references to the Katmai unit be deleted from the bill. This suggestion is based on three factors.

First, Katmai Park (both old and new) is one of the few areas in Alaska where subsistence hunting is barred. At this moment, hunting by local residents as well as other citizens is prohibited within all portions of Katmai Park. We see no equity problems present that opening the area would cure.

Second, this area presently receives a relatively high level of visitation and we expect visitation of this area to increase. The existence of developed facilities is the primary reason for this level of use.

The third and primary factor relates to the population of brown bears that can be viewed at very close range. One of the world's greatest concentrations of bear are present within Katmai and in the adjacent McNeil River Bear Sanctuary managed by the State of Alaska. The McNeil Sanctuary abuts the Katmai Park. We believe that there is a real resource value in maintaining an unhunted population of bear that move back and forth between the McNeil area and the Brooks River area on Naknek Lake.

As a consequence of the present closure to all hunting, the visitation, and the value we see in maintaining an unhunted population of these bears, we are proposing that no changes be made. We are aware, however, that this area supported important sport hunting activities up until December 1978.

Additions to Denali National Park and Preserve

Denali is the old Mt. McKinley Park which was expanded by 3.7 million acres and renamed by the Alaska Lands Act in 1980. Our proposals deal solely with the 1980 additions.

Starting on the southside and working in a clockwise direction, we suggest that the S.49 designation of the Dunkle Mine area as Preserve be deleted. The Dunkle Mine area is presently under a specific Congresional study per section 202 (3)(b) of ANILCA and we would recommend that the study be completed before any alterations in the land status of that area are undertaken.

To the southwest, we urge that the Tokasitna Glacier country and the Kahiltna Glacier country be designated as Preserve. We propose that the Preserve-Park line start at the corner where the State's Denali State park line abuts the Federal Park boundary. This would establish a common starting point for land closed on the State side to hunting and land closed on the Federal side to hunting; the current lines overlap.

Our proposed boundary follows identified hydrographic and geologic features and opens the Lower Kahiltna and Lower Tokasitna areas that provide quality moose hunting. The moose move up out of the Susitna flats in the hunting season. This area is readily accessible to Anchorage, provides hunting opportunities for many Alaskan citizens and also for people from the Lower 48 who don't have the resources to reach the more remote spots. Moreover, you can drive up by using the Peters Creek road and then hiking up into this beautiful country. There is no significant non-hunter visitation in this area and the geologic and glacier features for which the area was included in the park will not be adversely affected in any manner, shape, or form by permitting the resumption of sport hunting.

We also propose that the area immediately west of the original Park--the head waters of the Swift Fork of the Kuskokwim--be designated Preserve. There seems to be general acknowledgement that Preserve designation here makes logical management sense. A number of guides worked this area prior to December 1978 and the area provided a measure of high quality sport hunting. Its remoteness and lack of any particular spectacular features have not made it a candidate for any type of visitor development nor has it attracted any non-sporting use.

To the north, we are proposing that the area west of Bear Creek be designated as Preserve. Preserve status would facilitate the trapping operations that had been conducted there for years, mostly by people from the Lake Minchumina area. However, east of Bear Creek we suggest that Park status be retained. This would include the Toklat River country.

The primary reasons for our suggestion are the prospects for conflict with visitors and the value in having a largely unhunted population of wildlife. As the committee is probably aware,the Park Service runs an extensively used bus tour that takes people to Wonder Lake. Moose, bear, caribou and sheep can regularly be seen from the road. Most of this wildlife move around in a north/south direction from the old park up into the Kantishna Hills/Toklat River area. We are recommending that the area to the north of the road remain in park status to protect those animals that are available to the viewing public.

We would also recommend that the line be kept west of the Wonder Lake/Kantishna area. There is a significant degree of visitor use that is expected to climb in the future. We think it would be appropriate to avoid creating future hunter/visitor conflicts by eliminating sport hunting in this area. In summary, we recommend that approximately 920,000 acres of the 1980 additions be designated Preserve. The remaining Park will encompass nearly 3.5 million acres.

Lake Clark National Park and Preserve

Our proposal designates more Preserve in this unit than S. 49, but in a different configuration. We suggest designating 1.38 million acres as Preserve leaving a Park unit of nearly 1.1 million acres--a park comparable to the Grand Canyon unit.

On the north side of the unit, we would place the Neacola and Chilligan River drainages into Preserve. This area drains east into the Susitna flats and is a historic hunting area. Service has been provided by different guides and because of its location on the east side of the Alaska Range, it is readily accessible by a short flight from Anchorage. Bear, moose, and sheep are the primary targets in this area. Of course, there are no significant visitors uses, nor any significant visitor facility proposed for this area. It is also presently open to hunting by local rural residents.

On the west, we propose that the Turquoise Lake area be redesignated Preserve because it is one of the number of lakes on the west side that had been historically used as access into the high country for the high quality multi-species hunting provided on the western side of the Alaska Range. The hunting opportunities in this area are excellent for not only the local Alaskan citizenry, but for the visitor from the Lower 48 without the means to reach more remote country in places like the Brooks Range.

We are proposing, however, that a vast 1.1 million acre Park remain centered on the Kontrashibuna/Upper Lake Clark/Twin Lake and Tlikakila River systems. This creates a core unit reaching from the Lake Clark Pass through a spectacular array of mountains and glaciers into the Tlikakila which feeds into upper Lake Clark. From the northwest, there is the Twin Lakes and upper Kijik River complex. Twin Lakes is a very beautiful area and was historically used as a jumpoff spot for hunting expeditions into the Upper Kijik and Twin Lake country. We think it should remain in park status because of probable visitor development on Twin Lakes. Moreover, it is an excellent jumping-off sport for float trips down the Chilikadrotna River and for hiking tours into the upper Kijik River which ties into Lake Clark. Park values in this area are significant and we believe it should be managed to avoid potential conflicts. Similarly, we propose that the Kontrashibuna Lake area above Port Alsworth also remain in Park status so that we have a vast park unit centered on the spectacular lakes and core river systems for non-hunting visitors.

In contrast, all the drainages flowing into upper Iliamna Lake, primarily the Pile River system, and the area draining into the

Chitnita Bay and Tuxedni Bay should be opened to sport hunting. This area provides excellent hunting for coastal bear and for moose. It is also readily accessible from Anchorage. We are proposing a discernible set of hydrographic boundaries. Because of limited visitor opportunities and because the dominant visitation in this area is and was by sportsmen who still use it for fishing and clamming activity, we think it is appropriate that sport hunting be permitted to resume.

Lastly, our proposed configuration conforms with the management sub-units identified in the Lake Clark General Management Plan. That plan divides the Park/Preserve into the Lake Country, Kijik, and Coastal Management Units. Our proposal would designate all of the Coastal Unit as Preserve, all of the Kijik unit as Park, and most of the Lake Country Unit (with the exception of Twin Lakes) as Preserve.

Kenai Fjords Park

We support S. 49, with respect to this unit. The area provides quality goat hunting and the proposed Preserve is quite distant from existing and future non-hunting visitation. Visitor use is focused on the Resurrection River area and the fjords in the eastern half of the unit.

Aniakchak Monument and Preserve

We are proposing an alteration to S. 49 in the direction of expanding the Preserve. Essentially, we are persuaded that a single Preserve unit makes the most management sense. Aniakchak is probably the most remote and difficult to reach unit of the national park system. Consequently, there will continue to be no conflicts with visitors. Moreover, this management approach is consistent with that already employed at Noatak, Bering Land Bridge, and Yukon Charley.

Of course, the entire area is now hunted by local residents. The addition of a handful of sport hunters will not have adverse affects on the wildlife value in the area. Frankly, we see no logical management reasons to try to delineate a park in this very remote, wild and generally unvisited area.

Additions to Glacier Bay Park and Preserve

The last area is the 1980 addition to Glacier Bay. We are focusing on the 1980 addition and not affecting in any manner, shape, or form the 2.7 million acre Glacier Bay unit that existed prior to enactment of the D-2 bill. We recommend that the entire addition, particularly the Alsek River and Deception Hills area, be designated as Preserve.

We recommend this because no significant visitation exists in the area. The overwhelming multitude of visitors who see Glacier Bay use Glacier Bay itself. There is also a fair measure of hiking, backpacking, and cross country skiing use, some of which originates on the outer coast essentially from Cape Fairweather south--an area which is within the old Park. The 1980 addition to the park is rarely used.

The historical use in the addition was in the Dry Bay, Deception Hills and Alsek River areas. Dry Bay was used for commercial fishing, whereas Deception Hills and the Alsek River were actively used sport hunting areas. Rather than try to draw a line to divide these areas, which cannot be done on a readily discernible basis, we decided to suggest that the entire addition be designated Preserve. This proposal protects and keeps the entire original 2.7 million park totally intact and off limits to all forms of hunting. But it reopens this coastal and river area so that traditional sport hunting for moose and bear can resume.

We strongly urge passage of a bill to expand sport hunting opportunities in Alaska. Although we are persuaded our proposals are balanced and sound, S. 49 as introduced is fully acceptable as a means of ensuring Congressional attention to this issue. America's millions of sportsmen deserve nothing less.

Proposed Amendments to S. 49

1. On pages 1 and 2, strike out lines 3 through 11 and lines 1 through 4 respectively.

2. On page 2, strike out line 5 and insert in lieu thereof:

> That section 201(4)(a) of the Alaska National Interest Lands Conservation Act (94 Stat. 2371; P.L. 96-487) is amended by

3. On page 2, strike out lines 10 through 15 and insert in lieu thereof:

> dated July 1980" and inserting in lieu thereof "two million seven hundred and fifty two thousand acres of public lands, Gates of the Arctic National Preserve, containing approximately five million two hundred thousand acres of public lands as generally depicted on a map numbered GAAR-90,011 and dated April 15, 1983, which shall be on file and

4. On page 2, strike out lines 17 through 24.

5. Renumber sections 4 through 9 as sections 2 through 7 respectively.

6. On page 3, strike out lines 7 through 12 and insert in lieu thereof:

> serting in lieu thereof "one million fifty nine thousand acres of public lands, and Lake Clark National Preserve containing approximately two million five hundred and ninety four thousand acres of public lands as generally depicted on a map numbered LACL-90,008 and dated April 15, 1983, which shall be on file and available for

7. On pages 3 and 4, strike out lines 20 through 24 and line 1 respectively and insert in lieu thereof:

> 1980" and insert in lieu thereof "five million forty seven thousand acres of public lands, and Wrangell-Saint Elias National Preserve, containing approximately seven million two hundred and seventy one thousand acres of public lands, as generally depicted on a map numbered WRST-90,007, and dated April 15, 1983, which shall be on file and availa-

8. On page 4, strike out lines 9 through 14 and insert in lieu thereof:

> dated July 1980" and inserting in lieu thereof "one million five hundred and six thousand acres of public land and approximately two million two hundred and fifty thousand acres of additional public land is hereby established as Denali National Preserve, both as generally depicted on a map numbered DENA-90,007 and dated April 15, 1983, which shall be on file and available for

9. On page 4, strike out lines 16 through 25 and insert in lieu thereof:

> SEC. 5. Section 201(5) of such Act is amended by striking "five hundred and sixty-seven thousand acres of public lands" and "October 1978" and inserting in lieu thereof respectively "four hundred and forty seven thousand acres of public lands, Kenai Fjords National Preserve, containing approximately 120,000 acres of public lands" and "April 15, 1983".

10. On page 5, strike out lines 7 through 11 and insert in lieu thereof:

> ing in lieu thereof "five hundred and eighty thousand acres of Federal land which is hereby established as Glacier Bay National Preserve, both as generally depicted on a map numbered GLBA-90,004, and dated April 15, 1983, which

11. On page 5, strike out lines 14 through 25 and insert in lieu thereof:

> SEC. 7. Section 201(1) of such Act is amended by striking out "Aniakchak National Monument, containing approximately one hundred and thirty eight thousand acres of public lands, and". Section 201(1) of such Act is further amended by striking out "three hundred and seventy six thousand acres" and "October 1978" and inserting in lieu thereof respectively "five hundred and fourteen thousand acres" and "April 15, 1983".

Administration Proposed Amendments to S. 49

Unit	Approximate Acreage in New Preserve
Gates of the Artic Park & Preserve	4,300,000
Wrangell-St. Elias Park & Preserve	3,100,000
Additions to Denali Park & Preserve	920,000
Lake Clark Park & Preserve	1,380,000
Kenai Fjords Park	120,000
Aniakchak Monument & Preserve	138,000
Additions to Glacier Bay Park & Preserve	523,000
Katmai Park & Preserve	- 0 -
	10,481,000

PARK/PRESERVE UNIT	VISITATION*	DOMINANT USES
Denali	R-321,868 N-240,545	Wildlife Bus Tour Anchorage-Fairbank Highway
Lake Clark	R-10,440 N-4,240	Sport fishing River floating Subsistence
Gates of the Arctic	R-1,522 N-2,546	Hiking/Floating Alatna System Subsistence
Kenai Fjords	R-16,118 N-480	Resurrection River visits
Wrangell-St. Elias	R-14,871 N-399	McCarthy Road use Sport hunting
Katmai	R-14,377 N-106	Brooks Camp Sport fishing
Glacier Bay	R-90,354 N-1,172	Glacier Bay tours
Aniakchak	None	

*R-Recreation
N-Nonrecreation (e.g., subsistence, residents)

Senator MURKOWSKI. Mr. Horn, to put this into perspective, you refer to that area as 8 million acres. That is the 8 million that you just talked about out of a total of 32.

Mr. HORN. That is correct.

Senator MURKOWSKI. In the 32, there are seven other specific areas?

Mr. HORN. Yes; there are. Plus I would also like to note that the two park units that we are proposing to maintain are vast areas. The Arrigetch Peaks-Walker Lake area is roughly 1.4 million acres, which is larger than the Grand Canyon National Park.

The other park unit to the east based around the Gates of the Artic-Anaktuvuk Pass is approximately 1.3 million acres, which is 30 percent larger than Glacier National Park in Montana. The park units that we are proposing are rather significant in their own right.

Senator MURKOWSKI. Do you see any way that there might be utilization by the people that do not have substantial liens that can avail themselves to the beauty of these parklands?

Mr. HORN. Well, given the remoteness of the area, it is rather expensive to reach. Moreover, Congress has already made a policy decision making virtually the entire unit into a wilderness. So, we are statutorily prohibited from engaging in any type of visitor facility development that would make this park available to people other than river floaters and backpackers.

Senator MURKOWSKI. They have to fly in?

Mr. HORN. It is the only way to reach the area, unless you have 3 or 4 weeks to hike from someplace.

Senator MURKOWSKI. Senator Stevens.

Senator STEVENS. I think that there are very sensible suggestions on an area-by-area basis that we are going to have to study. I have worked with Bill Horn for a long time on similar ways. I assume that we will do that again. I am completely in accord with the area on the east.

There is a range in there, is there not, the area that you suggest opening to hunting on the east is really the sort of eastern slope of that area?

Mr. HORN. That is correct. That is the Hammond River that flows into the middle fork which is outside of the park, and, basically, along the pipeline corridor.

Senator STEVENS. It makes a lot of sense really. It almost nets out, Mr. Chairman.

Are you going to be available to do the other areas? I do not know in terms of time today. But I think that we ought to have a session sometime where everybody can see Interior's suggestions on the other areas.

Mr. HORN. It is outlined fairly extensively in the written testimony, and obviously, we are available any time that the committee would like us to come down, and make the complete presentation on all of the units addressed in S. 49.

Senator STEVENS. Thank you, very much.

Thank you, Mr. Chairman.

Senator MURKOWSKI. I noted another map that had not been explained previously in Bill Horn's presentation. From the standpoint of maintaining a perspective, I wonder if Mr. De Vor could explain that, because I think that it is relative to some of the testimony that has taken place so far.

Mr. De Vor, would you take the position that you formerly had, and please identify yourself.

Mr. DE VOR. John De Vor from Senator Murkowski's office.

This map is one filed by the Alaskan Department of Fish and Game, which illustrates the concentrations of basically five species—moose, caribou, bear, sheep, and mountain goats in Alaska. The areas in black are those areas that are precluded from, Federal areas that are precluded from sports hunting at this time.

It does not refer to the areas of State parks, or the Prudhoe Bay areas, or the Trans-Alaskan Pipeline areas, and other areas where hunting is restricted. But it illustrates the areas of wildlife concentrations.

Senator MURKOWSKI. What illustrates that?

Mr. DE VOR. The green hatched marks and blue show the marks. The blue marks show the moose and the sheep, and the green shows the goats, bear, and caribou as they are distributed across Alaska, and illustrate really where the sports, and recreational, and subsistence hunting occur in Alaska, and put into perspective the available land mass, and the available wildlife populations for hunting.

The black areas illustrate those areas that have been precluded from sports hunting, the Federal areas precluded from sports hunting.

Senator MURKOWSKI. What are the white areas?

Mr. DE VOR. The white areas are those areas which do not have any significant concentration of wildlife. And these areas are available for sports hunting. But they do not have as the Alaska Department of Fish and Game characterize, they do not have sufficient concentrations of wildlife.

Senator MURKOWSKI. Do you have an overlay to show what what scene will look like if this bill passes, and 12 million acres are opened up, so we can see the comparison of what will remain closed?

[Pause.]

Mr. DE VOR. This overlay illustrates the areas that would be redesignated by S. 49, and be remade available to recreational hunting. The red marks are the areas that are covered by S. 49, and overlaid in black are the areas that would remain closed to hunting, and which equal about 20 million acres of lands which would remain closed to all sports hunting.

Senator MURKOWSKI. Senator Stevens.

Senator STEVENS. I would only point out that that still would exceed all of the Federal lands in the south 48. It would be 20 million acres closed in Alaska, and 19 million acres closed in the other 49 States.

Senator MURKOWSKI. The other 49 States.

The committee would like the submission of Secretary Horn's maps, the maps that you have presented, Mr. De Vor, and it will be the intent of the committee to hopefully reproduce those maps in the written committee report, assuming that we have the budget and the technical capability.

Mr. Horn, do you have further testimony?

Mr. Horn. We are leaving these maps now with the double overlays. They are, basically, left to the charge of the committee, and therefore for your use during these proceedings, and whatever else.

Senator Murkowski. Thank you. We appreciate your testimony. Your entire testimony will be submitted into the record. I want to compliment you on the completeness and obvious dedication and knowledge as expressed in the one area out of seven that you addressed.

Mr. Chairman, I welcome you back to the committee, and will turn the chair over.

The Chairman. No, please go ahead. I apologize for having to leave. But the Banking Committee is having hearings on the silver coinage bill which I am the sponsor. The Secretary of Treasury wanted to persuade me to vote against the repeal of the withholding provision, and I was having a little difficulty explaining why I was against him on one, and wanted him to be for me on the other.

I apologize for the necessity of being detained away from here for a moment. Please go ahead.

Senator Murkowski. Thank you, Mr. Chairman.

We will excuse the first panel, and call the second panel. I would hope, Mr. Galbreath, that you find that seat comfortable, because you are really on the third panel. So what that, we will call Don Collingsworth, commissioner of the Department of Fish and Game, the State of Alaska; Mr. Dick Bishop, regional supervisor, Department of Fish and Game, State of Alaska; Mr. Reid Stoops, associate director, Office of the Governor, State of Alaska. In case you never met the gentleman on your right, that is Mr. Galbreath, who will be proceeding with the next panel.

I am advised by the chairman, Chairman Wallop, that it is customary that we maintain a time commitment. We are going to operate under the committee's rules with 5 minutes. So I would ask that you proceed with your statement, and if necessary, summarize it, so that we do not go over the time limit. My associate will keep track of the time.

I do welcome you. A question was raised about time. We have by unanimous consent agreement approval to continue the hearing through its finality, so we are not going to break for lunch. We are going to go until we finish, unless there is objection from the chairman.

The Chairman. No.

Senator Murkowski. With that, I welcome Mr. Collingsworth, Commissioner Collingsworth, commissioner of the Department of Fish and Game, the State of Alaska, to the committee. I understand that you picked up a little flu yesterday. I hope that you are alive and well today. We welcome you to the committee.

STATEMENT OF DON COLLINGSWORTH, COMMISSIONER, DEPARTMENT OF FISH AND GAME, STATE OF ALASKA, ACCOMPANIED BY DICK BISHOP, REGIONAL SUPERVISOR, DEPARTMENT OF FISH AND GAME, STATE OF ALASKA, AND REID STOOPS, ASSOCIATE DIRECTOR, OFFICE OF THE GOVERNOR, STATE OF ALASKA

Mr. COLLINGSWORTH. Thank you, Mr. Chairman, and members of the committee. My name is Don Collingsworth, commissioner of the Alaska Department of Fish and Game. Prior to my appointment as commissioner, I served for 5 years as the deputy commissioner for resource management for that agency.

I am here today, Mr. Chairman, to convey strong support for S. 49, the Alaska National Sport Hunting bill, on behalf of Governor Sheffield and the State of Alaska. In this regard, we are pleased to be allied with such prestigious organizations as the International Association of Fish and Wildlife Agencies, and the National Wildlife Federation.

In my testimony, I will summarize the major public policy considerations which form the basis for our support, and provide for the hearing record a more comprehensive accounting of each area recommended for change from park to park preserve.

As you pointed out, Mr. Chairman, with me today is Mr. Dick Bishop, who is the regional supervisor of the Division of Game, and Mr. Reid Stoops, who is from our Washington, D.C. Governor's Office. These gentlemen will be available to provide the committee with any additional information which would aid you in your deliberations on this most important issue.

Hunting in Alaska is an extremely important traditional use which transcends cultural, social, and economic differences among our citizens. Last year, 86,000 Alaskans purchased hunting licenses, and this represents 29 percent of our adult population.

For many of these people, hunting is an economic necessity and a way of life. For others, who may not technically qualify as subsistence hunters under ANILCA, it is a significant food supplement, and a pursuit which is a major component in the quality of life.

Alaska's hunting opportunities have been an important consideration in many of our residents' decisions to move to Alaska. In a recent national survey sponsored by the U.S. Fish and Wildlife Service, Alaskans were found to be more knowledgeable and have greater concern for wildlife than citizens of any other State.

Approximately 6,000 nonresident hunters purchase licenses in Alaska each year. For many of these Americans, a hunting trip to Alaska is a once in a lifetime experience. They often spend years in anticipating the adventure, and subsequently relive it many years after it is over

We would like Alaska to continue to be worthy of such lofty expectations. The passage of S. 49 would enable public lands to better provide these hunting opportunities. It would provide sport hunting on prime areas which we feel are unfortunately designated as national parks rather than national park reserves.

It will do so on lands which will largely receive very low visitation by other recreational users. I will briefly discuss the factors that lead us to these conclusions.

First, the adverse impact of ANILCA on sport hunting. Prior to ANILCA, 7.5 million acres of national parks in Alaska were closed to sport hunting. ANILCA closed an additional 24 milion acres. Since both the proponents and opponents of S. 49 can selectively use acreage figures to support their arguments, I urge you to focus on which areas have been closed.

Vast reaches of Alaska which are open to hunting do not support big game populations. The acreage which we wish to see reopened supports a healthy population of moose, caribou, Dall sheep, bears, and mountain goats. They are areas which offer high quality hunting experiences, and until recently included all portions of 95 guiding operations.

They are important to both Alaskan residents and visiting hunters. Sport hunting opportunities have been reduced significantly.

Next, past success in State wildlife management. The State of Alaska has a wildlife management program recognized as one of the best in North America. On my staff are internationally recognized experts on brown and grizzly bears, moose, caribou, and Dall sheep. The Department of Fish and Game employs 201 professional natural and social scientists with a budget of over $19 million for habitat, game, and subsistence management.

In addition, there is approximately $13 million spent annually for fish and wildlife protection.

Maintenance of subsistence hunting. The lands included in ths legislation are currently open to subsistence hunting. Title 8 of ANILCA and complementary State laws provide strong priorities for subsistence hunting. Opening these lands will not endanger that subsistence use.

Senator MURKOWSKI. I ask that you summarize your remaining remarks, please.

Mr. COLLINGSWORTH. Yes, Mr. Chairman.

Protection of park and park preserves. The purpose of a change in the designation does not in any way alter the rules under which a park and park preserve are managed, except to allow the sport hunting.

We feel that there will be very few conflicts with other kinds of park users, because of the timing in the areas in which these activities take place.

In conclusion, Mr. Chairman, I would commend the Alaskan congressional delegation for the introduction of this legislation, and thank the committee for the opportunity to appear before you today.

[The prepared statement of Mr. Collingsworth follows:]

STATEMENT OF
DON COLLINSWORTH,
COMMISSIONER OF THE ALASKA
DEPARTMENT OF FISH AND GAME

BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS
AND RESERVED WATER, SENATE COMMITTEE ON ENERGY
AND NATURAL RESOURCES ON S.49,
A BILL TO REDESIGNATE PUBLIC LAND IN ALASKA
TO ALLOW HUNTING

APRIL 15, 1983

Mr. Chairman and Members of the Committee, my name is Don Collinsworth. Commissioner of the Alaska Department of Fish and Game. Prior to my appointment as Commissioner, I served 5 years as Deputy Commissioner for Resource Management for the department.

I am here today, Mr. Chairman, to convey strong support for S.49, the Alaska National Sport Hunting Bill, on behalf of Governor Sheffield and the State of Alaska. In this regard, we are pleased to be allied with such prestigious organizations as the International Association of Fish and Wildlife Agencies and the National Wildlife Federation. In my testimony, I will summarize the major public policy considerations which form the basis for our support, and provide for the hearing record, a more comprehensive accounting of each area recommended for change from Park to Park Preserve. With me today is Mr. Dick Bishop, Regional Supervisor of the Division of Game, who will be available to provide the Committee with any additional information which would aid in your deliberations on this most important issue.

Hunting in Alaska is an extremely important traditional use which transcends cultural, social, and economic differences among our citizens. Last year, 86,000 Alaskans purchased hunting licenses, which represents 29% of our adult population. For many of these people, hunting is an economic necessity and a way of life. For others who may not technically qualify as subsistence hunters under ANILCA it is a significant food supplement and a pursuit which is a major component in the quality of life. Alaska's hunting opportunities have been an important consideration in many of our residents' decisions to move to Alaska. In a recent national survey sponsored by the U.S. Fish and Wildlife Service, Alaskans were found to be more knowledgeable and have greater concern for wildlife than citizens of any other State.

Approximately 6,000 non-resident hunters purchase licenses in Alaska each year. For many of these Americans, a hunting trip to Alaska is a once in a lifetime experience. They often spend years anticipating the adventure and subsequently relive it many years after it is over. We would like Alaska to continue to be worthy of such lofty expectations.

The passage of S.49 would enable public lands to better provide these hunting opportunities. It would permit sport hunting on prime areas which we feel were unfortunately designated as National Parks rather than National Park Preserves. And it will do so on lands which largely receive very low visitation by recreational users. I will briefly discuss the factors which lead us to these conclusions.

The Adverse Impact of ANILCA on Sport Hunting

PRIOR TO ANILCA, 7.5 MILLION ACRES OF NATIONAL PARKS IN ALASKA WERE CLOSED TO SPORT HUNTING. ANILCA CLOSED AN ADDITIONAL 24 MILLION ACRES. SINCE BOTH THE PROPONENTS AND OPPONENTS OF S.49 CAN SELECTIVELY USE ACREAGE FIGURES TO SUPPORT THEIR ARGUMENTS, I URGE YOU TO FOCUS ON WHICH AREAS HAVE BEEN CLOSED. VAST REACHES OF ALASKA WHICH ARE OPEN TO HUNTING DO NOT SUPPORT BIG GAME POPULATIONS. THE ACREAGE WE WISH TO SEE REOPENED SUPPORT HEALTHY POPULATIONS OF MOOSE, CARIBOU, DALL SHEEP, BEARS, AND MOUNTAIN GOATS. THEY ARE AREAS WHICH OFFER HIGH QUALITY HUNTING EXPERIENCES AND UNTIL RECENTLY INCLUDED ALL OR PORTIONS OF 95 GUIDING OPERATIONS. THEY ARE IMPORTANT TO BOTH ALASKA RESIDENTS AND VISITING HUNTERS. SPORT HUNTING OPPORTUNITIES HAVE BEEN REDUCED SIGNIFICANTLY.

PAST SUCCESS IN STATE WILDLIFE MANAGEMENT

THE STATE OF ALASKA HAS A WILDLIFE MANAGEMENT PROGRAM RECOGNIZED AS ONE OF THE BEST IN NORTH AMERICA. ON MY STAFF ARE INTERNATIONALLY RECOGNIZED EXPERTS ON BROWN/GRIZZLY BEARS, MOOSE, CARIBOU, AND DALL SHEEP. THE DEPARTMENT OF FISH AND GAME EMPLOYS 201 PROFESSIONAL NATURAL AND SOCIAL SCIENTISTS WITH A BUDGET OF OVER $19 MILLION FOR HABITAT, GAME, AND SUBSISTENCE MANAGEMENT. THE STATE ALSO SPENDS $13 MILLION ANNUALLY FOR GAME LAW ENFORCEMENT. ALASKA HAS AN EXCELLENT RECORD OF SUCCESS IN PAST MANAGEMENT OF WILDLIFE ON LANDS INCLUDED IN S.49. WE ARE CONFIDENT THAT SPORT HUNTING WILL NOT JEOPARDIZE THE CONTINUED MAINTENANCE OF THESE ANIMAL POPULATIONS FOR THE ENJOYMENT OF BOTH HUNTERS AND NON-HUNTERS.

MAINTENANCE OF SUBSISTENCE HUNTING

THE LANDS INCLUDED IN THIS LEGISLATION ARE CURRENTLY OPEN TO SUBSISTENCE HUNTING. TITLE 8 OF ANILCA AND COMPLEMENTARY STATE LAW PROVIDE STRONG PRIORITIES FOR SUBSISTENCE HUNTING. OPENING THESE LANDS TO SPORT HUNTING WILL NOT ENDANGER SUBSISTENCE USE. THIS WAS A FACTOR CONSIDERED BY THE ALASKA LAND USE COUNCIL PRIOR TO THEIR ENDORSEMENT OF THE OPENING OF ADDITIONAL NATIONAL PARK LANDS TO SPORT HUNTING. IN THE INTEREST OF EQUITY, THERE IS NO GOOD REASON TO EXCLUDE SPORT HUNTING.

PROTECTION OF PARK AND PRESERVE VALUES

THE PURPOSE OF A CHANGE IN DESIGNATION FROM NATIONAL PARK TO NATIONAL PARK PRESERVE IS TO ADD SPORT HUNTING TO ELIGIBLE USES PERMITTED IN PARKS. IT DOES NOT CHANGE THE PROHIBITION OF RESOURCE DEVELOPMENT ACTIVITIES WITHIN PARKS. HUNTING MAY AGAIN BE USED AS A WILDLIFE MANAGEMENT TOOL TO INSURE HEALTHY GAME POPULATIONS.

FEW CONFLICTS WITH OTHER PARK USERS

IT IS CLEARLY NOT IN THE STATE'S INTEREST TO CREATE CONFLICTS BETWEEN SPORT HUNTERS AND OTHER VISITORS TO OUR NATIONAL PARKS, AS TOURISM IS A VITAL PART OF THE STATE'S ECONOMY. FIRST, THESE AREAS ARE ALREADY OPEN TO SUBSISTENCE HUNTING WHICH HAS NOT PROVED TO DISCOURAGE OTHER VISITORS. SECOND, DUE TO THE

DIFFICULTY OF ACCESS INTO THE AREAS PROPOSED FOR PARK PRESERVES AND THE TIMING OF OUR HUNTING SEASON, WE FEEL THAT THERE WILL BE FEW CONFLICTS WITH BACK COUNTRY RECREATIONALISTS. SHOULD SUCH CONFLICTS DEVELOP IN THE FUTURE, COOPERATION BETWEEN THE NATIONAL PARK SERVICE AND THE ALASKA BOARD OF GAME SHOULD BE SUFFICIENT TO RESOLVE THEM.

IN CONCLUSION, MR. CHAIRMAN, I WOULD LIKE TO COMMEND THE ALASKA CONGRESSIONAL DELEGATION FOR THE INTRODUCTION OF THIS LEGISLATION AND THANK THE COMMITTEE FOR THE OPPORTUNITY TO APPEAR BEFORE YOU TODAY. IF THERE ARE ANY QUESTIONS, I WOULD BE PLEASED TO ANSWER THEM AT THIS TIME.

Senator **MURKOWSKI**. Thank you, very much, Mr. Commissioner. We will withhold questions until the conclusion of the panel's presentation. We will call on Mr. Dick Bishop, the regional supervisor of the Department of Fish and Game, State of Alaska. We welcome you, Mr. Bishop, to the committee, and we look forward to your testimony. Please proceed. We would remind you of the time limitation.

STATEMENT OF DICK BISHOP, REGIONAL SUPERVISOR, DEPARTMENT OF FISH AND GAME, STATE OF ALASKA

Mr. **BISHOP**. Thank you, Mr. Chairman.

I would just like to comment briefly on two important aspects of S. 49 relating to use and management in the State. It is appropriate that you talked about the Gates of the Arctic, bcause that is an area that I wanted to comment on.

Senator **MURKOWSKI**. Would you speak a little louder, please?

Mr. **BISHOP**. Yes, I will.

The Gates of the Arctic conservation unit contains about—my testimony is off, I have in there over one-half of the Dall sheep—the latest report that I received says about half or a little less. But at any rate, a substantial proportion of the Dall sheep in the Brooks Range of Alaska.

It is an important area from the standpoint of regional hunting opportunity. Although we heard testimony earlier that it is a difficult area to get into, I would point out that nonetheless the predominant use there is by Alaskan residents for sheep hunting.

As a matter of fact, statewide the nonresidents comprise only about 15 percent of the sheep hunters in the State. At any rate, the Brooks Range and the Gates of the Arctic as the center portion of it has been and was previously an important sheep hunting area for resident hunters, principally from the interior. Several guides did operate in that area previously as well.

Under the circumstances of the Gates being largely in the park, those sheep hunters have been displaced, and either have to go somewhere else or not go at all. We have seen some increases in pressures in other areas, but overall sheep hunting pressures have not gone up.

The second point that I would like to make is as professional wildlife managers, our obligation under Alaska's constitution is to insure that wildlife populations are perpetuated and produce a sustained yield. That is, a continuing benefit to the people.

Wildlife management is not an exact science. To meet our obligations under the constitution, and our professional responsibilities, we need access to all the available wildlife management tools that we can have.

One of the most effective tools is sport hunting, because the hunting pressure can be directed, regulated, applied where it is the most appropriate. For example, and sometimes you do need additional hunting; for example, right now one of our leading concerns is the rapid expansion and size of the western Arctic caribou herd, which this committee heard about not too many years ago as being on the brink of something, a diaster of some sort.

That herd has recovered from a size of about 70,000 animals to approximately 170,000 animals at this time through a combination of effective management, cooperation of local people, and good fortune. We are concerned that if it grows too large, a crash could occur again.

The only tool that we have that is effective in trying to regulate the growth of that herd presently is sport hunting. The obvious point is that with extensive closures to sport hunting in various parts of the State, that if a similar type problem arises with any species, caribou or some other species, if the tool of sport hunting is available, that is one less means that we have to deal with potential over populations of game, and possible deterimental consequences to the wildlife and the habitat.

Those are my remarks, Mr. Chairman. I would be happy to try to answer any questions. Thank you.

[The prepared statement of Mr. Bishop follows:]

STATEMENT OF DICK BISHOP,
REGIONAL SUPERVISOR, DIVISION OF GAME
ALASKA DEPARTMENT OF FISH AND GAME

BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER,
SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES, ON S.49,
THE ALASKA NATIONAL HUNTING BILL

APRIL 15, 1983

Mr. Chairman and members of the Committee, my name is Dick Bishop. I am Regional Supervisor for the Division of Game, in Fairbanks. I have worked with the Department as a wildlife biologist in various capacities since 1965, and in Alaska resource management periodically since 1959. I appreciate the opportunity to contribute to the State of Alaska's testimony on S.49.

I would like to comment, by way of example, on two very important aspects of S.49: (1) The importance of the proposed Preserve in the Gates of Arctic Park and Preserve is extremely important to regional hunting opportunity. Over one-half of the Dall sheep in the Brooks Range of Alaska live in the Gates conservation unit, and sheep population densities are higher there than in other parts of the Brooks Range. The Brooks Range has always been the ultimate wilderness hunting area, just as it has become the ultimate wilderness hiking and floating area in recent years.

A number of hunting guides formerly operated in the Brooks Range, but the majority of sheep hunting has been by Alaskans. This ideal hunting opportunity, often combined with hunting of other species such as caribou, grizzly bear, or moose, has been eliminated. Sheep hunters have to either go elsewhere, increasing the competition and decreasing the quality of everyone's experience, or simply not hunt.

MY SECOND POINT IS THAT AS PROFESSIONAL WILDLIFE MANAGERS OUR OBLIGATION UNDER ALASKA'S CONSTITUTION IS TO ENSURE THAT WILDLIFE POPULATIONS ARE PERPETUATED AND PRODUCE A SUSTAINED YIELD, THAT IS, A CONTINUING BENEFIT, TO PEOPLE. WILDLIFE MANAGEMENT IS NOT AN EXACT SCIENCE, AND TO MEET OUR CONSTITUTIONAL AND PROFESSIONAL RESPONSIBILITIES, WE NEED ACCESS TO ALL THE AVAILABLE WILDLIFE MANAGEMENT TOOLS. ONE OF THE MOST EFFECTIVE TOOLS IS HUNTING . FOR EXAMPLE, RIGHT NOW, ONE OF OUR LEADING CONCERNS IS THE RAPID RECOVERY OF THE WESTERN ARCTIC CARIBOU HERD. AS A RESULT OF EFFECTIVE MANAGEMENT AND GOOD FORTUNE, THAT HERD NOW NUMBERS ABOUT 170,000 ANIMALS. WE ARE CONCERNED THAT IF IT GROWS TOO LARGE IT MAY AGAIN CRASH. HUNTING IS THE ONLY TOOL WITH THE CAPABILITY TO CONTROL GROWTH OF THAT HERD. THE OBVIOUS POINT IS THAT WITH THE EXTENSIVE CLOSURES TO NON-SUBSISTENCE HUNTING IMPOSED BY PARK STATUS THE HUNTING MANAGEMENT TOOL IS LESS EFFECTIVE. IF OVERPOPULATION PROBLEMS ARISE ON CARIBOU, OR OTHER SPECIES, IN PARKS WE HAVE NO MEANS TO DEAL WITH IT.

MR. CHAIRMAN, THOSE ARE MY COMMENTS. I WILL BE PLEASED TO TRY TO ANSWER ANY QUESTION YOU HAVE.

Senator MURKOWSKI. Thank you, very much, Mr. Bishop.

Senator McClure, do you have any questions?

The CHAIRMAN. In the interests of time, I will withold any questions at this time. There is a long list of witnesses. And if we have questions, I will submit them for the record.

Senator MURKOWSKI. Mr. Stoops, do you have a statement? This is Mr. Reid Stoops, associate director, Office of the Governor. We welcome you to the panel. We understand that you do not have a statement.

Is that correct?

Mr. STOOPS. Commissioner Collingsworth presented the Governor's statement. I am simply here to help answer questions.

Senator MURKOWSKI. Thank you. I have a question for Commissioner Collingsworth.

With regard to the memorandum of understanding that Secretary Arnett referred to in his testimony, can you provide for the record a little elaboration on how this works.

How much of your time, expertise, management capabilities, budget, what percentage would you say is utilized in the application of managing Federal lands in the sense of the areas that we are talking about specifically, the 32 million acres that are in the parks which are closed to hunting at this time?

Mr. COLLINGSWORTH. Senator, I would be happy to provide that for the record. I do not have that information with me presently. But we certainly could develop it, and provide it for the record prior to the close of the record.

Senator MURKOWSKI. Commissioner, the record will remain open 2 weeks. The committee would like to have some input into specifically what that contribution is from the State of Alaska for the benefit of the National Park Service, and the U.S. Fish and Wildlife Service.

The point that I am getting at is what is the contribution of the State towards managing what is really a Federal resource, and what is your time, budget, and so forth.

Mr. COLLINGSWORTH. Yes, Senator, we will provide that.

Senator MURKOWSKI. What do you think of your capability with regard to fish and game departments in the other States; you are a professional, how are you rated. The people who come to Alaska, and serve as game biologists, where do they go on from there?

Is it an experience that is substantive in relation to their future resumes. Tell me a little bit about your individuals.

Mr. COLLINGSWORTH. Mr. Chairman, I think that perhaps to evaluate us, people outside may be able to better evaluate us than ourselves. We think that we do a very good job. I think that agencies like the International Association of Fish and Wildlife Agencies, and the National Wildlife Foundation, and others would have concurred that the State of Alaska does have a good management program.

Senator MURKOWSKI. Do you have any trouble getting game biologists to come to the State of Alaska?

Mr. COLLINGSWORTH. Not a bit. Alaska provides a terrific opportunity for biologists to actually apply their technology and their academic training. There are large and diverse populations of animals that exist essentially nowhere else in the United States in the combination that we have in Alaska.

The professional biologists come to Alaska, and they remain there. We have many people who have been on our staff for 15 or 20 years or longer. In fact, it is considered to be, as you point out on a resume, if someone does come to Alaska and participates actively in game management there, it is an important experience for the remainder of their career.

But a great many of them come to Alaska, and they stay.

Senator MURKOWSKI. Do you have Ph. D.'s?

Mr. COLLINGSWORTH. Oh, yes, we have several.

Senator MURKOWSKI. Is there any rating agency that rates the capabilities of departments such as yours based on professional background, training, education, and so forth?

Mr. COLLINGSWORTH. The Wildlife Society does offer a certification for professional biologists.

Senator MURKOWSKI. Could you for the record provide that information on what kind of ratings that your people have?

Mr. COLLINGSWORTH. Yes.

Senator MURKOWSKI. Do you have any idea of what the numbers of sports hunters that are precluded by the existing legislation from hunting from within the parks area, the 32 million acres?

Mr. COLLINGSWORTH. No, we do not, Senator. That would be difficult to calculate. But we are comfortable with the fact that there is a loss of opportunity, and that there is a loss of public welfare by holding these areas closed. We feel that there are very real opportunity costs in maintaining these closures, and that the public welfare in Alaska, and the public welfare in general would be enhanced. There would be a net gain if we opened these lands, and provided this opportunity.

Senator MURKOWSKI. Some people in Alaska feel pretty strongly about the closure of those 32 million acres.

Do you have any idea or indication that some illegal hunting does go on in there?

Mr. COLLINGSWORTH. Well, there obviously have been citations issued for hunting in closed areas.

Senator MURKOWSKI. Does the State in your memorandum of understanding have the authority to enforce on that Federal land, or do you exercise that authority?

Mr. COLLINGSWORTH. Our memorandum of understanding is for management, and it does not involve enforcement.

Senator MURKOWSKI. But you are aware that there is some illegal hunting that does go on?

Mr. COLLINGSWORTH. Unfortunately, I think that every State experiences a certain amount of illegal activity.

Senator MURKOWSKI. My question is if the area were open to legal hunting, is it likely that it would preclude illegal hunting.

From the standpoint of management, are you better off managing it in the sense of having it open to hunting, or is there more pressure on the resources from not knowing just what is going on?

Mr. COLLINGSWORTH. We, of course, think that it would be to our advantage as resource managers to have it open to sport hunting, and allow us to use sport hunting as a management tool.

Senator MURKOWSKI. Do you feel that you can manage the resource better by having it better?

Mr. COLLINGSWORTH. It would certainly allow us to use sport hunting as a management tool. Populations that are not utilized for given consumptive purposes have tendencies to fluctuate based upon the cycling of abundance, and how much the habitat can support the population. And you will get some wider range cycling of populations that are not managed.

We feel, of course, that by managing the populations, you will have perhaps a more stable, and such wide fluctuating stocks.

Senator MURKOWSKI. Thank you, Commissioner.

Mr. Bishop, your testimony indicated a reference to the Alaska constitution, and the portion with regard to managing the game for perpetual and sustained yields.

Do you know of any other State that has reference to that type of commitment in their State constitutions?

Mr. BISHOP. Mr. Chairman, frankly, I do not. But I have to admit that I have not examined the constitutions of other States. I suspect that they have a similar obligation. Whether it is enunciated that clearly, I cannot tell you.

Senator MURKOWSKI. And you indicated a reference to the management of the caribou, western caribou herd, at a time where there was severe concern that it might be annihiliated because of the relatively small reproduction cycles that were occurring and predator disease.

What have you done specifically in the management area that has turned this around to the point now where it appears from your testimony that you are concerned perhaps with overgrazing of the area where the caribou habitat traditionally moves, what did you do there?

Mr. BISHOP. Unfortunately, we will never know the whole story of what led up to or what precipitated the decline in the western caribou herd. However, it was pretty clear that the mortality to the herd from both human use and predation was excessive in relation to the herd's capacity to rebuild.

When the human hunting opportunity take was reduced through regulations that greatly restricted the human take from the western arctic caribou herd, the second aspect related to wolf predation. It was not implemented to any significant degree. However, trapping and so on did remove some wolves.

And there is a stong possibility of disease having gone through the wolf population which lowered the number. The third thing that apparently contributed to the recovery of that herd was a change in the wintering behavior or the wintering pattern of the western arctic herd resulting in a large proportion of the herd wintering on the North Slope where there were very few wolves.

Senator MURKOWSKI. Can you cite for the record any example that you are aware of that would significantly show that there have been less than a successful effort to manage the resource in relationship to the obligation under the constitution of the State of Alaska where you feel that there has been less than an adequate job done, are you satisfied with the management that the State of Alaska has shown since we became a State some 25 years ago?

Mr. **Bishop**. Mr. Chairman, I think that overall I would have to say that it has been a good management program. However, I would be the last to say that we never made any mistakes.

Senator **Murkowski**. Thank you. I very much appreciate your testimony, gentlemen. Commissioner Collingsworth, would you please advise the Governor of the satisfaction of the committee in directing that the representatives of the State of Alaska—yourself, Mr. Bishop, and Mr. Stoops—make the presentation that has been presented.

And we will hold the record over for 2 weeks, Commissioner, for the material that you have indicated that you will be submitting.

[Subsequent to the hearing Mr. Collingsworth submitted the following:]

April 29, 1983

THE HONORABLE JAMES A. MC CLURE
Senate Committee on Energy and
Natural Resources
SD360, Dirksen Senate Office Bldg.
Washington, D.C. 20510

Dear Senator McClure:

The enclosed statement supplements my oral testimony at the April 15 hearing on S.49. Appendices A and B provide answers to specific questions raised by the Subcommittee.

I would also appreciate that the following corrections be made to the hearing record as it incorporates my statement. In the paragraph entitled "Maintenance of Subsistence Hunting" on page 4, the first sentence should be struck and replaced with the following: "Most of the lands included in this legislation are currently open to subsistence hunting. The exceptions are Kenai Fiords National Park, and additions to Katmai National Park and Preserve, and Glacier Bay National Park and Preserve." An additional correction is desired to the testimony presented by Dick Bishop on April 15, 1983. On the first page, second paragraph, the second and third sentences should be struck and replaced with the following: "The first is that the proposed Preserve in the Gates of the Arctic Park and Preserve is extremely important to regional hunting opportunity." Slightly less than one-half of the Dall sheep in the Brooks Range of Alaska live in the conservation unit, and sheep population densities are higher there than in other parts of the Brooks Range."

Thank you for your consideration of this important issue.

Sincerely,

John Katz (for)

DON COLLINSWORTH
Commissioner
Alaska Department of
Fish and Game

SUPPLEMENT TO APRIL 15, 1983

STATEMENT OF DON COLLINSWORTH

COMMISSIONER OF THE ALASKA DEPARTMENT OF FISH AND GAME

BEFORE THE SUBCOMMITTE ON PUBLIC LANDS AND

RESERVED WATER, SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES

ON S.49, A BILL TO REDESIGNATE PUBLIC LANDS IN ALASKA TO ALLOW HUNTING

APRIL 29, 1983

S. 49 Alaska Hunting Bill

OVERVIEW

General Effect of ANILCA on Sport Hunting

The passage of ANILCA substantially diminished nonsubsistence hunting opportunity in Alaska. Many prime traditional hunting areas, with concentrations of important big game species accessible to hunters, were included in the 24.5 million acres of National Parks designated in ANILCA. We estimated that nonsubsistence hunting opportunities were diminished by about 25% for Dall sheep, 15 to 20% for brown/grizzly bears, and 7 to 12% for moose, based on harvest report records, sealing records, and first-hand knowledge of hunting patterns. In addition, there were indeterminate losses in hunting opportunities for mountain goats, black bears, caribou, and various small game species. Besides the quantitative loss of opportunity, quality of hunting opportunity was seriously affected by inclusion in Parks of areas where the combination of remoteness, physical challenge, and scenic beauty contributed to ideal wilderness hunting conditions.

Effects of S. 49 on Residents and Nonresidents of Alaska

Because S. 49 specifically advocates opening areas to "sport hunting," the erroneous assumption may be made that the bill would benefit most the nonresident "sport" or "trophy" hunters. This is not the case. The vast majority of hunters deprived of hunting opportunity by ANILCA are Alaskan residents. Most of them hunt for meat for personal use, sharing with friends and family, and barter for other kinds of meat or seafood locally unavailable, but also hunt for recreation and, to a much lesser extent, trophies.

Prior to ANILCA only 15% of Dall sheep hunters were nonresidents. This proportion has not changed since passage of ANILCA. Similarly, in 1981 less than 10% of successful moose hunters were nonresidents. In some areas, nonresidents in 1980-81 composed up to 32% of successful hunters, but overall caribou taken by nonresidents represent closer to 5% of the statewide total. A final example is that in 1981-82, nonresidents hunting license sales in total composed only 9% of total hunting licenses (94,050) sold in the State. Resident hunters under 16 years old are not accounted for in this summary because they are not required to buy a license. From these data it is very clear that the overwhelming preponderance of hunters who stand to benefit from S. 49 are Alaskans.

Proportion of Alaska Open to Hunting

Proponents of ANILCA and opponents of S. 49 often state that 90% of Alaska is open to hunting, thus obviating the need for more Preserve designations. This statement is based on the proportion of the State closed to sport hunting by National Park designation, but overlooks numerous other conditions that limit hunting opportunity.

Aside from regulations to accommodate subsistence use or to conserve game, three conditions may preclude sport hunting opportunity: (1) Closure by law to hunting or discharge of firearms; (2) Closure to trespass by landowners; and (3) Lack of suitable habitat to support huntable big game populations. The following summary provides a minimal estimate of area involved in these categories.

Type of Constraint	Area (acres x 1000
Closed by Federal or State Statute or Regulation	
National Parks and Monuments (hunting)	31,443
Trans-Alaska Pipeline Closed Area (discharge of firearms)	2,300
Prudhoe Bay Closed Area (big game hunting)	315
Denali State Park (discharge of firearms)	324
Municipalities of Anchorage and Fairbanks only (discharge of firearms)	421
56 miscellaneous Fish and Game closed areas closed in part or completely to big game hunting	unknown
	34,803

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Potential Closure to Trespass

Private lands (existing closures insignificant, but the quantity of private land will increase)	45,000

Areas Which Do Not Support Huntable Populations of Big Game

Yukon Delta National Wildlife Refuge (in part)	6,000
Most Aleutian Islands, St. Matthew Island	1,324
Lakes and rivers (conservative estimate)	15,000
Glaciers not in National Parks (estimated)	6,000
	28,324
TOTAL	108,127

Surface area of the State: 375,296,000 acres

Total as percentage of State surface area	29
Maximum potential proportion of the State open to and suitable for big game hunting	70

Clearly, hunting opportunity is far more limited than is commonly supposed. As more lands are dedicated to private ownership, municipalities, resource development, transportation networks, hydropower projects, and other alternative uses, hunting opportunity will continue to diminish.

Increased Hunting Opportunity with Passage of S. 49

Because Preserves proposed in S. 49 were based on traditionally important hunting areas for big game species, passage of the bill would considerably enhance overall hunting opportunity.

Table 1 shows estimates of potential increases in hunting opportunity. The greatest increase would occur with Dall sheep. An estimated additional 10,000 Dall sheep would be in Preserves under S. 49, providing about 270 to 300 additional mature rams that could be taken. However, 10% or more of Alaska's Dall sheep populations would remain in National Parks under total protection from sport hunting. Dall sheep hunting is generally considered the most desirable wilderness hunting experience and attracts a loyal, dedicated following, 85% of whom are Alaska residents.

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Under State regulations, only mature, 7/8-curl rams may be taken, except for 3 special subsistence hunts and 1 limited experimental ewe hunt. Under these regulations, no more than 31% of the hunted population is taken annually, a proportion calculated to be within the sustained yield capabilities of Dall sheep populations. Sport hunting clearly does not threaten sheep populations which have already survived heavy market hunting during the gold rush days.

Brown/grizzly bear is another species which evokes images of wilderness hunting challenges. Brown/grizzly bear population density varies considerably according to the richness of their habitat, and bears are among the most difficult species for which to determine population size. Therefore, statewide population figures are not attainable. However, in several intensive study sites across the State, brown/grizzly populations are at high levels relative to past times, and commensurate with regional habitat quality. S. 49 would return hunting opportunity in several traditionally important bear hunting areas in both coastal and interior situations. Brown/grizzly bear hunting is regulated by seasonal restrictions, permits, alternate year closures, restrictions on sex and age, and mandatory purchase of bear tags. Because brown/grizzly bears are used for food on only a limited basis by a few groups of Alaskans, the proportion of bears taken by nonresidents oscillates around 50%, much higher than for most big game species. Because of the high regard in which brown/grizzly bear hunting is held, the modest increase of 5 to 10% in numbers of bears available for harvest offered by S. 49 is far more significant than the numbers indicate.

Hunting opportunity for other major big game species is similarly affected by S. 49. Moose and caribou are species highly prized by residents and nonresidents alike. The inclusion in Parks of vast areas of alpine and subalpine habitat affected some of the most important traditional sport hunting areas for both species. We have already noted that for both species residents have composed 90 to 95% of successful moose and caribou hunters. With both species there is considerable regional importance in areas available for hunting. Closures under ANILCA of parts of the Wrangells-St. Elias complex, Lake Clark, and south side of Denali Natinal Park removed some of the best moose and caribou hunting opportunities for nonsubsistence users from Southcentral Alaska but did not strongly affect traditional hunting areas for most nonsubsistence hunters from Interior Alaska.

Because seasonal movements of moose are modest in extent, closure of prime fall use areas to hunting virtually eliminates hunting opportunity, as occurred under ANILCA. S. 49 would restore hunting opportunity in several areas and provide for an easily sustained 5 to 10% increase in overall moose harvest.

Circumstances relating to caribou hunting opportunities are unique. Because caribou characteristically move great distances, a particular herd may be in a Park and unavailable for hunting during part of the year but outside a Park and potentially available at another time. Because of these movements it could be argued that Preserve designation is unnecessary to accommodate caribou hunting. However, the most important consideration is that Preserves proposed in S. 49 restore the opportunity to hunt in traditionally important areas where concentrations of animals, access, and wilderness characteristics resulted in hunting conditions of the highest quality. Although the contribution to overall increase in harvest by S. 49 is small numerically, the contribution to high quality hunting opportunities is high.

The final example of benefit to hunting opportunity for big game relates to mountain goats. Mountain goats inhabit rugged coastal and coastal-facing mountain ranges surrounding the Gulf of Alaska and in Southeastern Alaska. ANILCA designations included major portions of prime goat hunting areas, areas which due to difficulty of access and terrain are seldom used by other recreationists. Goat hunting, like Dall sheep hunting, is a wilderness challenge of the first order. The vast majority of goat hunters are Alaska residents who are seeking both the recreational experience and meat for personal use. S. 49 would increase goats available for harvest significantly--between 10 and nearly 20%--and substantially increase the geographic opportunities for pursuing this avocation.

In summary, S. 49 would substantially increase hunting opportunity of several big game species, and of small game as well. Resident hunters as a group would benefit more than nonresidents. Benefits include restoration of traditional recreational opportunities, increased opportunities to provide meat for personal uses, and increased high-quality hunting opportunities.

Under State regulations, these opportunities and benefits would accrue to people without detriment to wildlife populations or habitats. A further benefit to Alaskan residents and to nonresidents would accrue by enabling Alaskan hunting guides to operate in a number of areas from which they were excluded by ANILCA. Approximately 95 guiding operations were affected to some degree by ANILCA. Resumption of guiding in areas designated by S. 49 would provide a service legally required for nonresident Dall sheep and brown/grizzly bear hunters, and provide economic benefits to Alaskans.

Effects on Wildlife Management

The Alaska Department of Fish and Game is constitutionally and statutorily obligated to conserve wildlife and provide for its use on the sustained yield principle. Thus, our first obligation is to perpetuate wildlife and to the best of our ability ensure its continued well-being.

Because the Department is not a land manager except for a few relatively small, often special purpose, refuges and sanctuaries, the management options immediately available for conserving and perpetuating wildlife are largely limited to regulation of hunting and wildlife numbers. Department efforts to perpetuate adequate and suitable habitat depend upon negotiations with State, Federal, and private landowners.

Because sport hunting can be used to manipulate population levels to avoid or diminish overpopulation and can be shifted from depressed to robust wildlife populations, it is one of the wildlife manager's most useful tools in preventing unnecessary damage to habitat and in maintaining benefits to people. However, if substantial areas are closed to sport hunting, its use as a management tool is restricted commensurately. The option offered by S. 49 of being able to use hunting as a management tool on an additional 12 million acres is extremely valuable to wildlife, wildlife users, and wildlife managers.

Compatability between National Park Service and Alaska Department of Fish and Game management goals has been greatly enhanced by a Master Memorandum of Understanding executed between the 2 agencies in October 1982. In essence the agreement recognizes the lawful responsibilities of each agency and ensures that State fish and wildlife management plans will provide the direction for management in Parks and Preserves unless the plans dictate actions incompatible with the lawful purposes of the parklands. Also, the State regulatory system will be the primary vehicle for regulation of subsistence and nonsubsistence uses on Parks and Preserves. Furthermore, where habitat manipulation is deemed appropriate by the Service, the Understanding provides for its use, thereby giving State wildlife managers another management option if an appropriate need arises. There is little question that habitat management would be most effective in conjunction with provisions for sport hunting provided in S. 49. A copy of the Understanding is attached as Appendix A.

Aniakchak National Monument and Preserve

S. 49 would convert 122,815 acres from Monument to Preserve, placing most of the unit in Preserve classification.

Prior to ANILCA, the Alaska Department of Fish and Game estimated big game populations in the Aniakchak unit as follows: moose, 450; caribou, 15,000 (seasonally); brown bear, 475. The Alaska Peninsula caribou herd has since grown to 22,000-24,000 animals, but the estimates for bear and moose have not changed significantly.

Hunting for moose, caribou, and brown bear has been important for local people, Alaskans, and some nonresidents. Aniakchak's remote location has made it difficult of access for nonlocal people. However, other Alaska residents and nonresidents have hunted there in the past and still do in the Preserve. The additional Preserve land would facilitate caribou and bear hunting more than moose hunting.

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Denali National Park and Preserve

S. 49 would convert about 1,902,400 acres from Park to Preserve designation. Lands designated as Preserve parallel the Senate Energy and Resources Committee action on H.R. 39 but go beyond that action to accommodate traditional sport hunting and trapping where historically these uses occurred. Thus, S. 49 recognizes important traditional sport hunting for moose, brown/grizzly bear, and Dall sheep in several specific areas along the southern perimeter of Denali Park, notably in the Yentna River, Kahiltna River, Dunkle Hills, and Cantwell areas. Also, the area immediately west of the old Park boundary is recognized as having been a traditional Dall sheep, brown/grizzly bear, and moose hunting area and a traditional trapping area for 60 years or more, unvisited by other resource users. Similarly, the additional proposed Preserve north of the old Park has been a traditional trapping and moose, caribou, and brown/grizzly bear hunting area since the turn of the century. The inaccessibility of the area has effectively limited hunting and trapping participation and precluded all other recreationists except a few hardy dog mushers.

A recent review of subsistence use patterns indicated that historically the combined subsistence and recreational hunting were insufficient to affect big game populations in the northern addition to the old Park. Nevertheless, because the Denali Caribou Herd has remained chronically low in numbers, State regulations have allowed no caribou hunting for years, and this prohibition would be continued. Paradoxically, this unhunted herd is for reasons unknown the only formerly major herd which has not increased in recent years.

We estimate about 4,000 Dall sheep in the existing Denali unit. Under S. 49 and existing Preserves, about 750 would compose the additional huntable population, leaving about 81% of the sheep protected by Park designation. Moose populations adjacent to the old Park were estimated at 2,000 on the south and 1,000 on the north prior to ANILCA. These estimates are minimum estimates, because recent observations suggest increasing populations. Brown/grizzly bear numbers were estimated at 160 or more, based on densities calculated on study sites in adjacent areas. In total, 7 guides are affected by the proposed changes.

Gates of the Arctic National Park and Preserve

S. 49 redesignates slightly more than 5 million acres of Park to Preserve, leaving nearly 3 million acres of the prime scenic and recreational areas in Park.

The Alaska Department of Fish and Game estimates the Dall sheep population in Gates of the Arctic Park and Preserve at 6,500 based on aerial surveys by the Department and more recently by the National Park Service. The area in Gates of the Arctic Park includes the best of traditional Dall sheep hunting in the Brooks Range. However, under S. 49 proposals, 25 to 27% of the Dall sheep in the Gates of the Arctic unit would remain protected from sport hunting by Park status.

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The Department of Fish and Game has estimated the brown/grizzly bear population in the Gates complex at about 170 bears. Compared to bear populations in coastal habitats, bear population densities are low, but the densities are moderate relative to other Arctic areas. Brown/grizzly bear hunting in all areas of the Brooks Range is on a limited permit basis under State regulations to ensure the continued well-being of the bear populations.

Currently, the Western Arctic Caribou Herd numbers 179,000 and is growing. The Central Arctic Caribou Herd is also increasing and numbers 9,000. Both herds use lands in the Gates of the Arctic unit but use is principally by the Western Arctic Herd.

Moose numbers are moderate to low, but important concentrations occur on the Killik, Chandalar, John, Hammond, and Itkillik Rivers in the proposed Preserves. Assuming extremely low moose densities of 0.2 to 0.3 moose/mi^2, the total number would be 2,500 to 3,800 moose for the Gates unit, but only limited surveys have been made and these estimates are unverified.

The central Brooks Range has long been the ultimate wilderness hunting area, with Dall sheep being the species of leading interest. Although up to 13 guides operated in the area now encompassed by the Gates complex, only 11% of sheep hunters were nonresidents prior to closure of the area by Federal action. Because of the relative proximity of the central Brooks Range to Fairbanks and other Interior communities, traditionally it has been of high regional importance for sport hunting opportunities.

The Gates Preserve under S. 49 would provide for an increase in statewide Dall sheep harvest of 13 to 14% without detriment to the sheep population or to quality of wilderness experiences in the central Brooks Range. Opportunities for hunting other big game would also be enhanced but to a lesser degree.

S. 49 Alaska Hunting Bill

Glacier Bay Park and Preserve

S. 49 would redesignate 115,450 acres of Park as Preserve. The area involved would comprise an extension of the existing Preserve abutting Dry Bay and the Alsek River, and encompassing part of the Deception Hills. The present Preserve boundary is unrecognizable for the most part and illogical in terms of wildlife population ranges.

Big game species of major importance include mountain goat, brown/grizzly bear, and moose. Population estimates are not available for this area. However, sport hunting is a long-standing tradition in the area for these species. The area's small size, remoteness, and frequently inclement weather limit hunting participation to people from the region and 3 guides. Guiding areas were seriously reduced by closure of part of the area under ANILCA, and the proposed redesignation would relieve this problem.

Katmai National Park and Preserve

S. 49 would redesignate 1,067,200 acres of Park as Preserve in this Unit.

The species of principal importance for sport hunting are brown/grizzly bear, moose, and caribou. Additions to the Katmai Park Unit include areas of longstanding importance as traditional sport hunting areas, and compounded the error of earlier administrative actions adding favored hunting areas along the outlet of Naknek Lake to Katmai Monument.

Prior to ANILCA, the Department estimated big game populations in the Katmai addition as follows: brown/grizzly bear, 440; caribou, 8,000 (seasonally); moose, 800. Hunting has been important for both residents and nonresidents. Bear hunting has been most important for nonresidents, while moose and caribou have been sought by predominately residents. Prior to Federal closures the Department estimated that annually about 72 hunters took about 24 bears in the additions to the former Katmai National Monument. About 55 moose were taken by over 200 hunters, but few caribou were taken, because their distribution precluded legal hunting. However, caribou are more available outside the old Monument now. Operations of 13 guides were affected to varying extents by ANILCA.

Kenai Fjords Park

S. 49 would redesignate 117,375 acres of Park as Preserve. The big game species of principal interest are mountain goat and black bears. A complete population estimate is not available for goats in the proposal area, but a minimum estimate is 367, based on recent aerial surveys. No estimate has been made of black bear numbers, but they are known to be abundant.

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The proposal area has long been a traditional sport hunting area for people from the southern Kenai Peninsula and for some people from other parts of the State. There are no guide areas affected.

Lake Clark Park and Preserve

S. 49 would redesignate 1,078,400 acres of Park as Preserve. The big game species of principal interest are Dall sheep, brown/grizzly bear, moose, and caribou. Historically sport hunting for caribou and moose have been most important, with sheep next most important, and bear. Prior to ANILCA, the Alaska Department of Fish and Game estimated big game populations in the Lake Clark unit proposal as follows: black bear, 175; brown/grizzly bear, 250; caribou, 9,100 (seasonally--also, Mulchatna herd is now about 21,000 and increasing); moose, 850; and Dall sheep, 1,400.

However, recent Dall sheep surveys by the National Park Service suggest that 800 to 1,000 sheep is a more realistic estimate. The Lake Clark area has long been a traditional sport hunting area. The preponderance of hunters are Alaskan residents from regional communities and Anchorage. However, the area has attracted nonresident guided and unguided hunters because of the variety of game, the high aesthetic qualities of the area, and good access provided by lakes in the area.

Prior to Federal closure of the Lake Clark unit by Monument designation, the Alaska Department of Fish and Game estimated maximum annual harvests of big game as follows: sheep, 22; moose, 50; brown/grizzly bear, 46; black bear, 36; caribou, 200-2,000 depending on herd movements. Twelve guides were affected by the Lake Clark Park.

Wrangells-St. Elias Park and Preserve

S. 49 would redesignate 3,050,700 acres of Park as Preserve.

Prior to ANILCA, the Alaska Department of Fish and Game estimated big game populations in the Wrangells-St. Elias unit as follows: moose, 1,925; brown/grizzly bear, 465; black bear, 895; caribou, about 10,000, including all or parts of 3 herds seasonally; mountain goat, 2,000; sheep, 12,000. Since those estimates were made, the Nelchina Caribou Herd, part of which seasonally uses the Wrangells unit, has increased by several thousand animals, to 21,000, and is still increasing. Also, as a result of recent cooperative sheep surveys by the ADF&G and the National Park Service, the sheep extimate is now about 16,000 animals. Estimates for other species are still approximately correct.

The Wrangells-St. Elias unit was imposed upon some of the best and most renowned traditional sport hunting in Alaska. The area is best known for its abundant Dall sheep population and its history of producing unusually large-horned rams in certain localities. However, moose, goat, brown/grizzly bear, and caribou hunting were also extremely important and still are in the Preserve portion of the unit. Hunting for all species by local people who qualify as subsistence users under Federal regulations continues in the Park and Preserve. Prior to

Federal closure of the Wrangells unit by Monument designation, the Alaska Department of Fish and Game estimated annual big game harvests in the area as follows: Dall sheep, 322; moose, 210; brown/grizzly bear, 54; black bear, 29; caribou, 150 to 1,000; goat, 55; bison, up to 21.

Although the Wrangells-St. Elias area was known worldwide for its sport hunting opportunity, the preponderance of hunting was done by Alaska residents. For example, prior to Federal closures, nonresidents composed only 12% of Dall sheep hunters. That proportion is only slightly higher since ANILCA was enacted.

Under the redesignation proposed by S. 49, substantially more hunting opportunities would be provided. The most important increases would be for Dall sheep and mountain goat. The proportion of the Dall sheep population available to support hunting would increase from 80% to 90-93%. The potential increase in harvest of 100 to 120 mature rams represents 10 to 12% of the current statewide harvest, a very significant increase in allowable hunting opportunity. For mountain goats, the potential increase in harvest of 20 to 30 represents 6 to 9% of the current statewide harvest, also a significant increase in hunting opportunity.

The Wrangells-St. Elias area has been one of the most popular hunting areas for nonresidents, and the number of guides who operated there reflects that fact. A current listing shows that the hunting operations of 31 guides are affected by the Park. S. 49 would substantially aid guiding opportunities in the Wrangells-St. Elias conservation unit.

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Appendix B and C were prepared in response to specific inquiries from the subcommittee staff during the April 15, 1983 hearing on S. 49.

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Cape Krusenstern National Monument

S. 49 would redesignate 309,120 acres of Park as Preserve. The principal species of interest in the area are caribou and brown/grizzly bears. Caribou of the Western Arctic Herd, numbering 179,000 animals, seasonally use the area. Brown/grizzly bear density is estimated at 1 bear per 30 mi^2, based on population studies in a nearby area. Moose are present in low densities.

Sport hunting was a long-standing tradition in portions of the Cape Krusenstern unit. Most hunting was by people from regional communities, but some nonresident hunting occurred there also. Preserve designation would provide for the limited hunting levels that occurred prior to Federal closure. One guide operation was affected by the closure.

APPENDIX A.

MASTER MEMORANDUM OF UNDERSTANDING

BETWEEN

THE ALASKA DEPARTMENT OF FISH AND GAME

JUNEAU, ALASKA

AND

THE U.S. NATIONAL PARK SERVICE

DEPARTMENT OF THE INTERIOR

ANCHORAGE, ALASKA

This Master Memorandum of Understanding between the State of Alaska, Department of Fish and Game, hereinafter referred to as the Department, and the U.S. Department of the Interior, National Park Service, hereinafter referred to as the Service, reflects the general policy guidelines within which the two agencies agree to operate.

WHEREAS, the Department, under the Constitution, laws, and regulations of the State of Alaska, is responsible for the management, protection, maintenance, enhancement, rehabilitation, and extension of the fish and wildlife resources of the State on the sustained yield principle, subject to preferences among beneficial uses; and

WHEREAS, the Service, by authority of the Constitution, laws of Congress, executive orders, and regulations of the U.S. Department of the Interior is responsible for the management of Service lands in Alaska and the conservation of resources on these lands, including conservation of healthy populations of fish and wildlife within National Preserves and natural and healthy populations within National Parks and Monuments; and

WHEREAS, the Department and the Service share a mutual concern for fish and wildlife resources and their habitats and desire to develop and maintain a cooperative relationship which will be in the best interests of both parties, the fish and wildlife resources and their habitats, and produce the greatest public benefit; and

WHEREAS, the Alaska National Interest Lands Conservation Act (ANILCA) and subsequent implementing Federal regulations recognize that the resources and uses of Service lands in Alaska are substantially different than those of similar lands in other states and mandate continued subsistence uses in designated National Parks plus sport hunting and fishing, subsistence, and trapping uses in National Preserves under applicable State and Federal laws and regulations; and

WHEREAS, the Department and the Service recognize the increasing need to coordinate resource planning and policy development;

NOW, THEREFORE, the parties hereto do hereby agree as follows:

THE DEPARTMENT OF FISH AND GAME AGREES:

1. To recognize the Service's responsibility to conserve fish and wildlife and their habitat and regulate human use on Service lands

in Alaska, in accordance with the National Park Service Organic Act, ANILCA, and other applicable laws.

2. To manage fish and resident wildlife populations in their natural species diversity on Service lands, recognizing that nonconsumptive use and appreciation by the visiting public is a primary consideration.

3. To consult with the Regional Director or his representative in a timely manner and comply with applicable Federal laws and regulations before embarking on management activities on Service lands.

4. To act as the primary agency responsible for management of subsistence uses of fish and wildlife on State and Service lands, pursuant to applicable State and Federal laws.

5. To recognize that National Park areas were established, in part, to "assure continuation of the natural process of biological succession" and "to maintain the environmental integrity of the natural features found in them."

THE NATIONAL PARK SERVICE AGREES:

1. To recognize the Department as the agency with the primary responsibility to manage fish and resident wildlife within the State of Alaska.

2. To recognize the right of the Department to enter onto Service lands after timely notification to conduct routine management activities which do not involve construction, disturbance to the land, or alterations of ecosystems.

3. To manage the fish and wildlife habitat on Service lands so as to ensure conservation of fish and wildlife populations and their habitats in their natural diversity.

4. To cooperate with the Department in planning for management activities on Service lands which require permits, environmental assessments, compatibility assessments, or similar regulatory documents by responding to the Department in a timely manner.

5. To consider carefully the impact on the State of Alaska of proposed treaties or international agreements relating to fish and wildlife resources which could diminish the jurisdictional authority of the State, and to consult freely with the State when such treaties or agreements have a significant impact on the State.

6. To review Service policies in consultation with the Department to determine if modified or special policies are needed for Alaska.

7. To adopt Park and Preserve management plans whose provisions are in substantial agreement with the Department's fish and wildlife management plans, unless such plans are determined formally to be

incompatible with the purposes for which the respective Parks and Preserves were established.

8. To utilize the State's regulatory process to the maximum extent allowed by Federal law in developing new or modifying existing Federal regulations or proposing changes in existing State regulations governing or affecting the taking of fish and wildlife on Service lands in Alaska.

9. To recognize the Department as the primary agency responsible for policy development and management direction relating to subsistence uses of fish and wildlife resources on State and Service lands, pursuant to applicable State and Federal laws.

10. To consult and cooperate with the Department in the design and conduct of Service research or management studies pertaining to fish and wildlife.

11. To consult with the Department prior to entering into any cooperative land management agreements.

12. To allow under special use permit the erection and maintenance of facilities or structures needed to further fish and wildlife management activities of the Department on Service lands, provided their intended use is not in conflict with the purposes for which affected Parks or Preserves were established.

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THE DEPARTMENT OF FISH AND GAME AND THE NATIONAL PARK SERVICE MUTUALLY AGREE:

1. To coordinate planning for management of fish and wildlife resources on Service lands so that conflicts arising from differing legal mandates, objectives, and policies either do not arise or are minimized.

2. To consult with each other when developing policy, legislation, and regulations which affect the attainment of wildlife resource management goals and objectives of the other agency.

3. To provide to each other upon request fish and wildlife data, information, and recommendations for consideration in the formulation of policies, plans, and management programs regarding fish and wildlife resources on Service lands.

4. To recognize that the taking of fish and wildlife by hunting, trapping, or fishing on certain Service lands in Alaska is authorized in accordance with applicable State and Federal law unless State regulations are found to be incompatible with documented Park or Preserve goals, objectives, or management plans.

5. To recognize for maintenance, rehabilitation, and enhancement purposes, that under extraordinary circumstances the manipulation of habitat or animal populations may be an important tool of fish and wildlife management to be used cooperatively on Service lands

and waters in Alaska by the Service or the Department when judged by the Service, on a case-by-case basis, to be consistent with applicable law and Park Service policy.

6. That implementation by the Secretary of the Interior of subsistence program recommendations developed by Park and Park Monument Subsistence Resource Commissions pursuant to ANILCA Section 808(b) will take into account existing State regulations and will use the State's regulatory process as the primary means of developing Park subsistence use regulations.

7. To neither make nor sanction any introduction or transplant of any fish or wildlife species on Service lands without first consulting with the other party and complying with applicable Federal and State laws and regulations.

8. To cooperate in the development of fire management plans which may include establishment of priorities for the control of wildfires and use of prescribed fires.

9. To consult on studies for additional wilderness designations and in development of regulations for management of wilderness areas on Service lands.

10. To resolve, at field office levels, all disagreements pertaining to the cooperative work of the two agencies which arise in the field and to refer all matters of disagreement that cannot be resolved at

equivalent field levels to the Regional Director and to the Commissioner for resolution before either agency expresses its position in public.

11. To meet annually to discuss matters relating to the management of fish and wildlife resources on, or affected by, Service lands.

12. To develop such supplemental memoranda of understanding between the Commissioner and the Regional Director as may be required to implement the policies contained herein.

13. That the Master Memorandum of Understanding is subject to the availability of appropriated State and Federal funds.

14. That this Master Memorandum of Understanding establishes procedural guidelines by which the parties shall cooperate, but does not create legally enforceable obligations or rights.

15. That this Master Memorandum of Understanding shall become effective when signed by the Commissioner of the Alaska Department of Fish and Game and the Alaska Regional Director of the National Park Service and shall continue in force until terminated by either party by providing notice in writing 120 days in advance of the intended date of termination.

16. That amendments to this Master Memorandum of Understanding may be proposed by either party and shall become effective upon approval by both parties.

STATE OF ALASKA	U.S. DEPARTMENT OF THE INTERIOR
Department of Fish and Game	National Park Service
By____________________	By____________________
Ronald O. Skoog	John E. Cook
Commissioner	Regional Director, Alaska
Date____________________	Date____________________

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APPENDIX B. Professional qualifications of Game, Habitat, and Subsistence Division Professional Staffs, Alaska Deparatment of Fish and Game, April 1983.

	No. of Permanent Full-Time Employees with College Degrees				
Division	Bachelor's	Master's	Ph.D.	DVM	Total
Game	27	64	17	3*	111
*1 person has both Ph.D. and DVM					
Habitat	26	21	3	0	50
Subsistence	10	11	4	0	25
Total	63	96	24	3	186
Total staff of Biologists and Technicians					201

APPENDIX C. Estimated Alaska Department of Fish and Game staff work on wildlife management related to National Park Service lands, 1982.*

Park unit and type of work	ADF&G staff time (mo.)
All units planning, monitoring, coordination	26.50
Katmai wildlife surveys, orientation of NPS personnel	0.75
Glacier Bay wildlife/hunter surveys, coordination	0.50
Wrangells-St. Elias wildlife surveys, coordination, planning	1.25
Gates of the Arctic coordination, planning surveys, regulation	1.50
Yukon-Charley wildlife surveys, data analysis	0.50
Denali data review, coordination	1.00
Bering Land Bridge wildlife surveys, coordination, planning	1.00
Noatak, Krusenstern, and Kobuk units wildlife surveys, check stations, coordination	2.00
Total	35.00

*Does not include Department involvement in Bristol Bay Cooperative Plan mandated by ANILCA. Does not include most routine management functions such as administering permit hunts, preparing regulations, and analyzing hunting data which are done on a Game Management Unit basis.

Senator MURKOWSKI. I would ask that the next panel proceed. And we already have Mr. Daniel Galbreath, chairman of the board of the Wildlife Legislative Fund, Columbus, Ohio. Joining him will be Dr. Ronald Skoog, Alaska Sportsmen Council, Juneau, Alaska. Mr. Skoog is at the table.

Mr. J. Warren Cassidy, executive director of the Institute of Legislative Action, National Rifle Association; Mr. Wes Hayden, legislative counsel, International Association of Fish and Wildlife Agencies; Mr. Ray Cappelli, president, Safari Club International, Edina, Minn.

And Chairman McClure would like to introduce a friend of his. Chairman McClure.

The CHAIRMAN. I thank the chairman for giving me this opportunity to give a special welcome and special introduction to Clare Conley, editor of the Outdoor Life magazine. Clare Conley is a friend of long standing. And while he may be listed as New York, N.Y., on this witness list, we claim him as a citizen of Idaho, and in a very real sense as a citizen of the United States, broadly speaking.

Clare, you are very, very welcome here today.

Mr. CONLEY. Thank you, Senator. It is an honor to be here. And I appreciate your taking the time out of a very busy schedule to introduce me.

The CHAIRMAN. I appreciate the chance. And, certainly, it is hard to pick out of a witness list of the kind that we have today those that are particular friends. But I could not pass up the opportunity to note Warren Cassidy with the Institute of Legislative Action of the National Rifle Association is so instrumental in helping to protect the rights of gun owners throughout the history of the controversy surrounding that issue.

And I want to give a special nod of thanks to that organization, and to Warren, and the great help that he and that organization have been with respect to the legislation that is pending now in this Congress, which we expect to pass in this Congress dealing with the rights of gun owners.

Again, a special welcome to Clare and to Warren, and to the others who many of them are also old friends, and who have been around for a long while.

Senator MURKOWSKI. Thank you, Mr. Chairman. I am glad that I introduced them as friends. I made the right selection.

We will proceed now with the testimony of the first witness, Dr. Ronald Skoog, Juneau, Alaska, representing the Alaska Sportsmen Council. We welcome you to the committee, Dr. Skoog, and look forward to your testimony, and ask you to proceed. And we would remind you of the time limitation of 5 minutes. And about 1½ minutes before the end of your testimony, if I see that you are in trouble, I will let you know, and would ask you to summarize the remaining testimony at that time.

Please proceed.

STATEMENT OF DR. RONALD O. SKOOG, ALASKA SPORTSMEN COUNCIL, JUNEAU, ALASKA

Dr. SKOOG. For the record, my name is Ronald Skoog from Juneau, Alaska, and I represent the Alaska Sportsmen Council. I realized that there was going to be a lot of redundancy in the testimony that comes along here, so I am going to paraphrase my written statement which includes two appendixes, which I will hope that will be in the written record.

Senator MURKOWSKI. It will change a little later on in the hearing, Doctor.

Dr. SKOOG. The Alaska Sportsmen Council is a broad-based statewide organization consisting of Alaskan sportsmen and outdoor recreation groups and individuals. And in appendix A that I have attached to my prepared statement, it lists all of the various organizations that comprise the council.

The membership of this council has supported actively the wise use and sound management of all of Alaska's resources, and has recognized, also, the need to maintain a varied fish and wildlife use by both residents and nonresidents of Alaska.

And the council, of course, appreciates the opportunity to support as a strong proponent this reexamination of some key elements of the National Interests Lands Conservation Act, and especially those related to the closure of traditional hunting areas.

We pledge strong support to this bill. On the other hand, I would like to emphasize that the council does not, I repeat does not, support any attempts that may emerge to mend this bill. We are supporting the bill as written.

Regarding my own credentials for speaking here, I have academic degrees, a bachelor's and master's, from the University of Alaska, and Ph. D. in animal ecology from Berkeley. I have spent a combination of academic and professional years, over 30 years, in fish and wildlife ecology and conservation work, 22 years in Alaska and 10 years outside of Alaska in East Africa, California, and Washington, D.C.

I have also worked for various Federal organizations including the Bureau of Land Management as a staff biologist in Washington. And my life position with the Fish and Wildlife Service was as Chief of the Office of Endangered Species.

I am an avid sportsman, sport hunter, fisherman, and backpacker. And I strongly support the protection of wilderness values, and especially so in Alaska, as I might add do most Alaskans. It is the prime reason that many Alaskans come to Alaska, because of the wilderness character of the land.

I am also a strong believer in the concept of multiple use of Federal lands by all citizens as a fundamental precept of our American democracy in providing for the public's best interests. Expanding on that a little bit, I would like to put forth the idea in my mind anyway that as a fundamental principle of American democracy, that the Federal lands held in trust by the Federal Government and managed by the Federal agencies should in fact be open to all of the public, all users, and all user groups, unless there is some strong reason to close that area to any particular use or to any particular group of people.

I think that to me this is fundamental in Federal lands management. Now ANILCA made some special concessions in treating national parks in Alaska, many of which have been addressed already. But certainly, the intent of Alaska in the national park segment in establishing refuge was in fact to protect the wilderness character of these lands in Alaska which have been referred to by Secretary Andrus and others as the crown jewels of the United States in many respects.

They also chose, however, to protect the traditional uses of this land, which have been going on ad infinitum. And subsistence was one of these, which they recognized. And they also recognized the nonsubsistence hunting which was an important part of the Alaskan way of life.

They recognized, too, that Alaskans do, in fact, utilize fish and wildlife for their personal use. There are many more hunters in Alaska that kill game for the game and for the freezer than merely kill game for trophies. Nonresident hunting, however, is a very important aspect of the program in Alaska, because nonresident hunters, due to the fees that they pay for licenses and the moneys that they spend in Alaska go to support a very fine management program that we have in Alaska for managing fish and wildlife in Alaska.

As former head of the Alaska Department of Fish and Game until December of last year, I had the privilege of working with Regional Director John Cook of the National Park Service in Alaska, and we hammered out a very excellent cooperative agreement, which is part of the record here as appendix B.

Under that agreement, which I do not think that there is another agreement like this anywhere in the South 48 relative to a State fish and game agency and the National Park Service, we did agree that as far as managment, the act of management of fish and wildlife in Alaska would be an act of cooperative effort between the Park Service and that State Department in which subsistence hunting, both subsistence hunting and nonsubsistence hunting would, in fact, be managed under the State regulations which were promulgated by the Board of Game in Alaska, and, of course, our biologists.

And once the regulations were in place, even our enforcement agents would, in fact, be active in supporting the State regulations which would come out in this management program.

Senator MURKOWSKI. I would ask you to summarize your remarks, Doctor.

Dr. SKOOG. I think that there is a conservation element that has not been addressed in this transfer of parks to preserve. And that is, I think that Mr. Bishop commented on this somewhat, Alaska does not have the carrying capacity as it does in many of the southern areas and the southern climates.

The densities tend to be very low throughout Alaska. And as a result, in order to maintain a large population, whether it be caribou, moose, or whatever, you need a big chunk of land to do that. And also, as part of that, the hunting effort, when you close off areas, it does not tend to restrict the sport hunter, or the recreational hunter, or of the meat hunter. He goes to other areas.

What the tendency is, is to concentrate this hunting pressure in other areas of the state, making it much more difficult for management as opposed to distributing it more widely over the state. By adding these 12 million acres, we would hope then to spread some of this hunting pressure out a little better.

We want to avoid also, as Mr. Bishop commented on, I think, the problem of possible overpopulation. And this has been a very serious problem with Park Service management in the South 48 as witness the Yellowstone elk and Yosemite deer populations, which have overpopulated and destroyed the habitat, and have had to face the rather obnoxious procedure of organized slaughter in order to reduce these herds.

Now this is something that can be avoided under proper management under the State. And I think that it is a very important element of this bill. It helps the Department and the Park Service management.

[The prepared statement of Dr. Skoog follows:]

TESTIMONY OF

DR. RONALD O. SKOOG, JUNEAU, ALASKA

REPRESENTING THE ALASKA SPORTSMEN COUNCIL

BEFORE THE

U. S. SENATE SUBCOMMITTEE ON PUBLIC LANDS AND WATER RESERVES

ON

SENATE BILL 49: ALASKA NATIONAL HUNTING ACT

15 APRIL 1983

FOR THE RECORD, MY NAME IS RONALD O. SKOOG OF JUNEAU, ALASKA, REPRESENTING THE ALASKA SPORTSMEN COUNCIL. THE ALASKA SPORTSMEN COUNCIL IS A BROAD BASED STATEWIDE ORGANIZATION CONSISTING OF ALASKAN SPORTSMEN AND OUTDOOR RECREATION GROUPS AND INDIVIDUALS (SEE APPENDIX A). THE MEMBERSHIP OF THE COUNCIL HAS SUPPORTED ACTIVELY THE WISE USE AND SOUND MANAGEMENT OF ALL ALASKA'S RESOURCES AND HAS RECOGNIZED ALSO THE NEED TO MAINTAIN VARIED FISH AND WILDLIFE USES BY BOTH RESIDENTS AND NONRESIDENTS OF ALASKA. THE COUNCIL APPRECIATES THE OPPORTUNITY TO SUPPORT, AS A PROPONENT, THE REEXAMINATION OF SOME KEY ELEMENTS OF THE ALASKA NATIONAL INTEREST LANDS CONSERVATION ACT (ANILCA)--ESPECIALLY THOSE RELATING TO THE CLOSURE OF TRADITIONAL HUNTING AREAS. THE ALASKA SPORTSMEN COUNCIL PLEDGES STRONG SUPPORT TO THE REDESIGNATION OF APPROXIMATELY 12-MILLION ACRES OF NATIONAL PARKS TO NATIONAL PRESERVES WITHIN THE NATIONAL PARK SYSTEM AND REOPENING THESE AREAS TO TRADITIONAL NON-SUBSISTENCE NEEDS.

REGARDING MY OWN CREDENTIALS AND BACKGROUND, I HAVE

BS, MS, AND PhD DEGREES IN WILDLIFE MANAGEMENT AND ANIMAL ECOLOGY, AND HAVE SPENT OVER 30 YEARS IN FISH AND WILDLIFE CONSERVATION WORK--22 YEARS IN ALASKA AND 10 YEARS OUTSIDE (EAST AFRICA, CALIFORNIA, AND WASHINGTON, D. C.). I HAVE WORKED FOR THE BUREAU OF LAND MANAGEMENT (LAST POSITION AS STAFF WILDLIFE BIOLOGIST), THE U. S. FISH AND WILDLIFE SERVICE (LAST POSITION AS CHIEF OF ENDANGERED SPECIES), AND THE ALASKA DEPARTMENT OF FISH AND GAME (LAST POSITION AS HEAD OF DEPARTMENT). I AM AN AVID OUTDOORSMAN--SPORT HUNTER, FISHERMAN, BACKPACKER--AND STRONGLY SUPPORT THE PROTECTION OF WILDERNESS VALUES, ESPECIALLY IN ALASKA. I AM ALSO A STRONG BELIEVER IN THE CONCEPT OF MULTIPLE-USE OF OUR FEDERAL LANDS BY ALL CITIZENS AS A FUNDAMENTAL PRECEPT OF OUR AMERICAN DEMOCRACY IN PROVIDING FOR THE PUBLIC'S BEST INTERESTS.

PRIOR TO ALASKA'S STATEHOOD IN 1959 THE FEDERAL LANDS IN ALASKA FOR THE MOST PART WERE OPEN TO ALL WITH FEW RESTRICTIONS--UNDER THE MANAGEMENT AUTHORITIES OF THE BUREAU OF LAND MANAGEMENT, U. S. FISH AND WILDLIFE SERVICE, AND U. S. FOREST SERVICE--EXCEPT FOR ABOUT 7-MILLION ACRES UNDER THE NATIONAL PARK SERVICE (DENALI, KATMAI, AND GLACIER BAY AREAS). THERE WAS LITTLE MANAGEMENT OF MOST FEDERAL LANDS, HOWEVER, AND YET THE PRISTINE/WILDERNESS CHARACTER OF THE LAND REMAINED UNDIMINISHED AND PRESERVED. TRADITIONALLY THE RENEWABLE RESOURCES OF THESE LANDS HAVE BEEN USED WITH LITTLE OR NO ADVERSE IMPACTS ON THE LAND BY HUNTERS, FISHERMEN, TRAPPERS, MINERS, PROSPECTORS, HOMESTEADERS AND OTHER RESIDENTS AS A MEANS OF MAINTAINING THEIR LIVLIHOOD (A SOURCE OF FOOD AND CASH) AND FOR THEIR RECREATION.

ANILCA RECOGNIZED THE UNIQUENESS OF THESE TRADITIONAL USES OF THE LAND AND ITS WILDLIFE RESOURCES BY PROVIDING FOR THE CONTINUED SUBSISTENCE TAKE OF FISH AND WILDLIFE IN THE NEW NATIONAL PARKS AND BY DESIGNATING CERTAIN PORTIONS OF THE PARKS AS NATIONAL PRESERVES FOR THE CONTINUED HUNTING, TRAPPING, AND FISHING BY BOTH SUBSISTENCE AND NON-SUBSISTENCE USERS. DURING THE ANILCA LEGISLATIVE NEGOTIATIONS, THE NATIONAL PRESERVE DESIGNATION WAS A DIFFICULT BATTLE BETWEEN THE PRESERVATIONISTS PUSHING FOR A COMPLETE "LOCKUP" UNDER FULL NATIONAL PARK STATUS, THE SUBSISTENCE ELEMENT DEMANDING CONTINUED USE OF ALL THE LAND FOR THEIR TRADITIONAL LIFESTYLE, AND THE NON-SUBSISTENCE HUNTERS AND TRAPPERS SEEKING TO MAINTAIN THEIR TRADITIONAL USE OF THE MOST CRITICAL AREAS VIA THE NATIONAL PRESERVE STATUS. THE END RESULT WAS A COMPROMISE THAT DID PROVIDE FOR THE SUBSISTENCE USERS AND DID WREST SOME OF THE ACREAGE FROM "PARK" STATUS TO "PRESERVE". YET MUCH MORE EASILY COULD HAVE BEEN SO DESIGNATED WITH NO DETRIMENT TO THE LAND, THE RESOURCES, NOR THE PRIMARY PURPOSES OF THE NATIONAL PARK SYSTEM.

WHAT FEW PEOPLE SEEM TO REALIZE IS THAT UNDER THE "NATIONAL PRESERVE" STATUS ESTABLISHED BY ANILCA THE LAND AND RESOURCES ARE MANAGED WITH THE SAME RESTRICTIONS AND PROTECTION AFFORDED BY "NATIONAL PARK" STATUS EXCEPT THAT--IN ADDITION TO SUBSISTENCE HUNTING, TRAPPING, AND FISHING--CONTROLLED NON-SUBSISTENCE HUNTING AND TRAPPING ALSO ARE ALLOWED. BOTH SUBSISTENCE AND NON-SUBSISTENCE HUNTING AND TRAPPING ON "PARKS" AND "PRESERVES" ARE MANAGED UNDER STATE REGULATIONS PROMULGATED BY THE ALASKA BOARD OF GAME WITHIN A MANAGEMENT FRAMEWORK ESTABLISHED BY A COOPERATIVE AGREEMENT BETWEEN

THE NATIONAL PARK SERVICE AND THE ALASKA DEPARTMENT OF FISH AND GAME (SEE APPENDIX B).

IT NEEDS TO BE EMPHASIZED THAT UNDER PRESENT FEDERAL LAW, SUBSISTENCE HUNTING, TRAPPING, AND FISHING IS ALLOWED UNDER THE NATIONAL PARK SYSTEM ON THE NEW NATIONAL PARKS AND NATIONAL PRESERVES THAT WERE ESTABLISHED BY ANILCA; NON-SUBSISTENCE HUNTING, TRAPPING, AND FISHING (BOTH FOR PERSONAL USE AND RECREATION) ARE PERMITTED ON THE PRESERVES. ALL USES ARE UNDER STATE AND PARK SERVICE CONTROL, AND ALL DEVELOPMENT ACTIVITIES (E.G., OIL AND GAS, MINING, LUMBERING, ETC.) ARE PROHIBITED ON BOTH PARK AND PRESERVE.

S 49 SEEKS TO EXPAND THE "PRESERVE" DESIGNATION SO AS TO OPEN MORE LANDS TO REGULATED NON-SUBSISTENCE HUNTING AND TRAPPING (PERSONAL USE AND RECREATION) TO PERMIT THE TRADITIONAL USE OF THOSE LANDS--WITHOUT ADVERSE IMPACT TO THE LAND AND THE FISH AND WILDLIFE RESOURCES WHICH ANILCA INTENDED TO PROTECT. ONLY THE NEW PARK LANDS ESTABLISHED BY ANILCA ARE CONSIDERED BY S 49; THE ORIGINAL PARK LAND IN DENALI, KATMAI, AND GLACIER BAY WOULD REMAIN UNCHANGED IN STATUS.

THE IMPACT OF SUCH REGULATED USE IS FAR LESS THAN THAT OF TOURISTS AND GENERAL PARK VISITORS, WHOSE RESPECT FOR THE LAND AND ITS RESOURCES FREQUENTLY LEAVES SOMETHING TO BE DESIRED AT BEST. WITNESS THE DEGRADATION OF YELLOWSTONE, YOSEMITE, AND OTHER NATIONAL PARKS BY SUCH CONCENTRATED PUBLIC USE. I ONLY HOPE THAT SUCH DEGRADATION IS NOT INFLICTED UPON ALASKA'S BEAUTIFUL PARK LANDS, WHICH ANILCA INTENDED SO NOBLY TO PROTECT. BY CONTRAST NON-SUBSISTENCE

HUNTERS AND FISHERMEN WILL LEAVE LITTLE EVIDENCE OF THEIR VISITS TO ALASKA'S REMOTE NATIONAL PRESERVES.

S 49 IS NOT AN ANTI-NATIONAL PARK BILL AND IS NOT " AN ASSAULT ON THE NATIONAL PARK SYSTEM"! AS ANILCA DOES, S 49 RECOGNIZES THAT ALASKA'S NATURAL RESOURCES ARE UNIQUE AND NEED PROTECTION, AND THAT TRADITIONAL USES OF THOSE RESOURCES NEED RECOGNITION AND PROTECTION ALSO--FOR THE BENEFIT OF THE AMERICAN PUBLIC AND FOR THE CONSERVATION OF OUR FISH AND WILDLIFE RESOURCES THEMSELVES.

ALASKA'S ENVIRONMENT CANNOT READILY SUPPORT HIGH POPULATION DENSITIES OF TERRESTRIAL WILDLIFE AND FRESHWATER FISHES. LARGE POPULATIONS EXIST BECAUSE OF ALASKA'S EXTENSIVE NEAR-PRISTINE LAND AND WATER HABITAT. IF ALASKA'S FISH AND WILDLIFE ARE TO REMAIN HEALTHY AND NUMEROUS, AS MUCH LAND AND WATER AS POSSIBLE MUST BE AVAILABLE FOR THE SUCCESSFUL MANAGEMENT OF THE WILD POPULATIONS BEING EXPLOITED BY MAN NOW AND ESPECIALLY SO IN THE FUTURE AS DEMANDS BY SUBSISTENCE AND NON-SUBSISTENCE USERS INCREASE. THE IMPACTS OF SUCH USE MUST BE REGULATED CLOSELY AND DISTRIBUTED OVER AS WIDE AN AREA AS POSSIBLE TO REDUCE THE CONCENTRATION OF HUNTING PRESSURES ON CERTAIN AREAS. WE MUST AVOID OVER-POPULATION PROBLEMS AS WELL, AND AVOID SUCH POOR MANAGEMENT AS THAT PROVIDED THE YELLOWSTONE ELK AND YOSEMITE DEER HERDS WHICH HAVE UNDERGONE SEVERE FLUCTUATIONS AND CAUSED SEVERE HABITAT DEGRADATION, AS WELL AS HAVE HAD TO EXPERIENCE THE RATHER OBNOXIOUS NECESSITY OF ORGANIZED SLAUGHTER TO REDUCE SURPLUSES. THE CARIBOU AND SHEEP POPULATIONS ON CERTAIN NATIONAL PARKS IN ALASKA COULD CAUSE SIMILAR PROBLEMS OF OVER-

POPULATION IF GOOD MANAGEMENT PRACTICES ARE LACKING OR NOT POSSIBLE. THE REGULATED HUNTING AND TRAPPING ON NATIONAL PRESERVES COULD PROVIDE THE ASSISTANCE NEEDED TO CONTROL OVER-POPULATION AND TO MAINTAIN HEALTHY HERDS.

IT IS UNFORTUNATE THAT THOSE WHO ARE OPPOSED TO THE REOPENING OF 12-MILLION ACRES TO REGULATED NON-SUBSISTENCE HUNTING FREQUENTLY CLOUD THE ISSUE BY QUOTING PERCENTAGES OF THE STATE OPEN OR CLOSED TO HUNTING, OR PERCENTAGES OF WILDLIFE POPULATIONS IN OR OUT OF A PARK. IT IS TRUE THAT MOST OF ALASKA IS OPEN TO FISH AND WILDLIFE HARVESTING, BUT IN SO LARGE A STATE, THAT GIVES LITTLE SOLACE TO THE INDIVIDUAL WHO LIVES NEAR AND HAS TRADITIONALLY HUNTED AN AREA NOW CLOSED. THE QUALITY OF HUNTING AREAS ALSO IS IMPORTANT. THE ALASKA DEPARTMENT OF FISH AND GAME ESTIMATES THAT OVER 10-15,000 DALL SHEEP ARE INCLUDED IN THE 12-MILLION ACRES PROPOSED TO BE REOPENED, AND MANY OF THESE AREAS ALSO INCLUDE THOSE MOST PRODUCTIVE FOR LARGE RAMS PRIZED BY RESIDENT AND NON-RESIDENT SPORTSMEN. A CLOSE EXAMINATION WOULD REVEAL THAT SOME OF ALASKA'S FINEST HUNTING AREAS FOR BROWN-GRIZZLY BEAR, MOOSE, CARIBOU, AND SHEEP ARE INCLUDED IN THIS PROPOSAL. IT IS IMPORTANT TO NOTE ALSO THAT THE RECLASSIFICATION OF "PARK" AREAS TO "PRESERVE" CREATES LITTLE OR NO CONFLICT WITH OTHER USES. ALASKA'S HUNTING SEASONS OCCUR AFTER THE BULK OF THE NORMAL TOURIST SEASON AND MOST OF THE AREAS PROPOSED FOR REOPENING ARE EXTREMELY REMOTE. FROM THE STANDPOINT OF THE NATIONAL AND INTERNATIONAL SPORTSMEN, ALASKA'S PRIME HUNTING AREAS ARE IMPORTANT, BECAUSE THEY CONTAIN MANY SPECIES NOT READILY AVAILABLE ELSEWHERE IN THE UNITED STATES AND THE WESTERN WORLD.

ALASKA HAS MAINTAINED AN EXCELLENT MANAGEMENT PROGRAM FOR PROTECTING ITS FISH AND WILDLIFE RESOURCES. THE ALASKA DEPARTMENT OF FISH AND GAME HAS A PROFESSIONAL STAFF OF SOME 700 RESEARCH AND MANAGEMENT BIOLOGISTS, AND PLAYS THE MAJOR ROLE IN THE MANAGEMENT OF FISH AND WILDLIFE ON FEDERAL LANDS IN ALASKA UNDER COOPERATIVE AGREEMENTS WITH THE NATIONAL PARK SERVICE, U.S. FISH AND WILDLIFE SERVICE, U.S. FOREST SERVICE, AND THE BUREAU OF LAND MANAGEMENT. I CAN ASSURE YOU ALASKA DOES INTEND TO PROTECT ITS LAND AND ITS NATURAL RESOURCES FOR THE BENEFIT OF ALL AMERICANS. THE CONSERVATION ETHIC IS STRONG IN ALASKA, AS CLEARLY REVEALED IN THE STUDY RECENTLY CARRIED OUT BY DR. KELLERT OF YALE UNIVERSITY. THAT STUDY SHOWED THAT ALASKANS GENERALLY ARE MORE INFORMED, MORE CONCERNED, AND MORE PROTECTIVE OF THEIR FISH AND WILDLIFE RESOURCES THAN THE CITIZENS OF ANY OTHER STATE. THE TRADITIONAL PERSONAL USE AND NEED OF FISH AND WILDLIFE FOR SUSTENANCE AND FOR CASH CONTINUES AS AN IMPORTANT FACET OF MANY PEOPLE'S LIVLIHOOD AND THE ALASKAN LIFESTYLE. REVENUES DERIVED FROM HUNTING, TRAPPING, AND FISHING ACTIVITIES PROVIDE MOST OF THE MONIES NEEDED TO CARRY OUT THE STATE'S FISH AND WILDLIFE MANAGEMENT PROGRAM. ALL SPECIES ARE BENEFITTED BY THE PROGRAM AND THE PROTECTION OF HABITAT IS A PRIME CONSIDERATION. CONTRARY TO CERTAIN BELIEFS, THE SO-CALLED "RAPE, RUIN, AND RUN BOYS" DO NOT REIGN SUPREME IN ALASKA AND ARE IN FACT UNDER GOOD CONTROL.

S 49 HAS BEEN CRITICIZED AS BEING ANTI-NATIONAL PARK, AN ASSAULT ON THE INTEGRITY OF THE NATIONAL PARK SYSTEM, PRECEDENT SETTING FOR OTHER PARKS IN THE SOUTH-49, OF LITTLE BENEFIT TO SPORT HUNTERS, SPECIAL-INTEREST ORIENTED TOWARD COMMERCIAL HUNTING GUIDES, AND AS PROMOTING THE OPENING OF NATIONAL PARKS TO DEVELOPMENT ACTIVITIES. SUCH CONCERN IS RATHER FAR-FETCHED TO SAY THE LEAST!

THE ALASKA SPORTSMEN COUNCIL RECOGNIZES THE NEED TO MAINTAIN THE NATIONAL PARK SYSTEM FOR THE INTERESTS AND BENEFITS OF ALL AMERICANS. THE PRESENT QUESTIONS AND CONTROVERSY REVOLVE AROUND HOW MUCH ACREAGE IS NEEDED AS NATIONAL PARK VERSUS NATIONAL PRESERVE. IN ALASKA, APPROXIMATELY 51-MILLION ACRES (13.6% OF THE 375-MILLION TOTAL) ARE IN THE NATIONAL PARK SYSTEM--32-MILLION AS "PARK", 19-MILLION AS "PRESERVE". S 49 DOES NOT REMOVE LAND FROM THE "PARK SYSTEM" NOR FROM THAT SYSTEM'S CONTROL AND PROTECTION OF THE LAND AND ITS RESOURCES. THE SHIFT OF 12-MILLION ACRES TO "PRESERVE" STATUS WOULD LEAVE 20-MILLION ACRES AS NATIONAL PARK AND INCREASE THE NATIONAL PRESERVE ACREAGE TO 31-MILLION, WHILE MAINTAINING THE APPROXIMATELY 51-MILLION ACRE TOTAL. DEVELOPMENT ACTIVITIES SUCH AS MINING, OIL AND GAS, AND LUMBERING ARE PRECLUDED FROM "PRESERVES", SAME AS "PARKS". THE ONLY CHANGE WOULD BE TO ALLOW NON-SUBSISTENCE HUNTING AND TRAPPING ON THE PROPOSED ADDITIONAL 12-MILLION ACRES OF NATIONAL PRESERVE; SUBSISTENCE HUNTING, TRAPPING, AND FISHING ALREADY ARE ALLOWED ON BOTH "PARKS" AND "PRESERVES".

I BELIEVE A FUNDAMENTAL PRINCIPLE OF AMERICAN DEMOCRACY IS INVOLVED IN THIS SEEMINGLY CONTROVERSIAL PROPOSAL. THAT PRINCIPLE DICTATES OR SHOULD DICTATE THAT FEDERAL LANDS ARE OPEN TO ALL CITIZENS AND ALL USES UNLESS--AND ONLY UNLESS--THERE IS SOME STRONG REASON OR NEED TO RESTRICT A CERTAIN USE OF THE LAND FOR LEGAL, CONSERVATION, MANAGEMENT, OR MORAL PURPOSES IN ORDER TO PROTECT THE LAND FOR THE

BEST INTERESTS OF THE PUBLIC. S 49 IS ATTEMPTING TO FOLLOW THAT DICTATE, AND I HAVE HEARD NO VALID ARGUMENTS TO THE CONTRARY. I SINCERELY HOPE THAT THE CONGRESS WILL SEE FIT TO PASS THIS BILL WHICH THE ALASKA SPORTSMEN COUNCIL, THE ISAAC WALTON LEAGUE, THE INTERNATIONAL ASSOCIATION OF FISH AND WILDLIFE AGENCIES, MANY OTHER NATIONAL ORGANIZATIONS, AND MOST ALASKAN AND NATIONAL SPORTSMEN DO BELIEVE TO BE IN THE BEST INTERESTS OF BOTH CONSERVATION AND THE AMERICAN PUBLIC.

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APPENDIX A

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March '83

MEMBER CLUBS OF THE ALASKA WILDLIFE FEDERATION AND SPORTSMEN'S COUNCIL

Alaskan Alpine Club 3641 Sandvik Fairbanks, Alaska 99701	Richard Flaharty, President P.O. Box 73245 Fairbanks, Alaska 99707
Tanana Valley Sportsmen Assn. P.O. Box 669 Fairbanks, Alaska 99707	Byron Haley, President 1002 Pioneer Road Fairbanks, Alaska 99701
Found. N. Amer. Wild Sheep/Alaska SRA 82-A Anchorage, Alaska 99507	Warren Olson, President SRA 82-A Anchorage, Alaska 99507
Matanuska Valley Sportsmen P.O. Box 1875 Palmer, Alaska 99645	Ed Grasser, President P.O. Box 1350 Palmer, Alaska 99645
Gold Nugget Skydivers P.O. Box 82033 College, Alaska 99708	Larry Murakami, President 2135 Hilton Ave. Fairbanks, Alaska 99701
Alaska Falconers Assn. P.O. Box 55390 North Pole, Alaska 99705	Bill Tilton, Presient P.O. Box 55390 North Pole, Alaska 99705
Interior Wildlife Assn. Box 60255 Fairbanks, Alaska 99706	Chuck Grey, Executive Secretary 311 Slater Street Fairbanks, Alaska 99701
Alaska Trappers Assn. Box 60418 Fairbanks, Alaska 99706	Alan Jones, President P.O. Box 693 Fairbanks, Alaska 99707
Safari Club International/Alaska 8240 Hartzell Anchorage, Alaska 99507	Brent Jones, President 8240 Hartzell Anchorage, Alaska 99507
Alaska Professional Hunters Assn. P.O. Box 4-1932 Anchorage, Alaska 99509	Lynn Castle, President P.O. Box 1616 Fairbanks, Alaska 99707
Interior River Users Group P.O. Box 333 Ester, Alaska 99725	Andy Reynolds, President P.O. Box 333 Ester, Alaska 99725
Tanana Valley Rifle & Pistol Club P.O. Box 55539 North Pole, Alaska 99705	Jimmy Jones, President P.O. Box 55539 North Pole, Alaska 99705
Fairbanks Practical Shooting Club P.O. Box 74368 Fairbanks, Alaska 99707	Gerald Rzesiewicz, President Box 80088 College, Alaska 99708
Alaska Gun Collectors Assn. Box 10-1496 Anchorage, Alaska 99511	Wayne Anthony Ross, President Box 1522 Anchorage, Alaska 99510
Golden North Bowhunters Box 254 Fairbanks, Alaska 99707 — Delegate/Liason — Bill Videto 217 Wendell Fbk 99701 w 452 2369	Gary Thoms, President 1001 College (Brown & Sons) Fairbanks, Alaska 99701

Appendix A (cont.)

March '83

AWF&SC MEMBER CLUBS, CONTINUED, PAGE TWO

Alaska Air Mushers 8441 Crystal St. Anchorage, Alaska 99502	— Delegate/Liason — Rex Murphy 8441 Crystal St. Anchorage Ak 99502	Jeromy Seftor, President 1401 West 11th Ave. Anchorage, Alaska 99501
Aurora Speleological Society Box 73245 Fairbanks, Alaska 99707		Jim Nicholls Box 73245 Fairbanks, Alaska 99707
Chitna Dipnetters SR 10645 Fairbanks, Alaska 99701	Liason Gene Carlsen W 452 1192	Byron Haley, President 1002 Pioneer Road Fairbanks, Alaska 99701
Chena River Sports Club P.O. Box 60467 Fairbanks, Alaska 99706	Sec. Tami Montoya H. 456 3634	Dennis Thies, President P.O. Box 60390 Fairbanks, Alaska 99706
Citizens for Equal Hunting & Fishing Rights Box 73478 Fairbanks, Alaska 99707		Wm. Waugaman, Chairman Box 80589 College, Alaska 99708
Territorial Sportsmen 3780 McGinnis Drive Juneau, Alaska 99801		Ron Somerville, President 3780 McGinnis Drive Juneau, Alaska 99801
Midnight Sun Flycasters Box 81897 College, Alaska 99708		Louis Stout, President 1708 Southern Fairbanks, Alaska 99701
Interior Trail Riders Assn. SR 50935 Fairbanks, Alaska 99701		Mrs. Dave Nester, President SR 50935 Fairbanks, Alaska 99701
Petersburg Rod & Gun Club Box 528 Petersburg, Alaska 99833		Kenneth Herrick, President Box 193 Petersburg, Alaska 99833
Alaska Alpine Rescue Group 3641 Sandvik Fairbanks, Alaska 99701		Doug Buchanan, Chairman 3641 Sandvik Fairbanks, Alaska 99701
Eastern Brooks Range Guide Assn. P.O. Box 72906 Fairbanks, Alaska 99707	Paul Sweeney, Sec. 479 4769	Joe Want, President P.O. Box 10044 Fairbanks, Alaska 99701
Alaska Sports & Wildlife Club P.O. Box 5122 Ketchikan, Alaska 99901		Dick Borch, President P.O. Box 5205 Ketchikan, Alaska 99901
Sitka Sportsmen's Assn. Box 1200 Sitka, Alaska 99835		Bob LaGuire, President 747 577[illegible] Box 1200 Sitka, Alaska 99835
Midnight Sun Moose Hiders & Muzzle Loaders P.O. Box 2365 Fairbanks, Alaska 99707		Jerry Hawman, President SR 20964 Fairbanks, Alaska 99701

APPENDIX B

MASTER MEMORANDUM OF UNDERSTANDING
BETWEEN
THE ALASKA DEPARTMENT OF FISH AND GAME
JUNEAU, ALASKA
AND
THE U.S. NATIONAL PARK SERVICE
DEPARTMENT OF THE INTERIOR
ANCHORAGE, ALASKA

This Master Memorandum of Understanding between the State of Alaska, Department of Fish and Game, hereinafter referred to as the Department, and the U.S. Department of the Interior, National Park Service, hereinafter referred to as the Service, reflects the general policy guidelines within which the two agencies agree to operate.

WHEREAS, the Department, under the Constitution, laws, and regulations of the State of Alaska, is responsible for the management, protection, maintenance, enhancement, rehabilitation, and extension of the fish and wildlife resources of the State on the sustained yield principle, subject to preferences among beneficial uses; and

WHEREAS, the Service, by authority of the Constitution, laws of Congress, executive orders, and regulations of the U.S. Department of the Interior is responsible for the management of Service lands in Alaska and the conservation of resources on these lands, including conservation of healthy populations of fish and wildlife within National Preserves and natural and healthy populations within National Parks and Monuments; and

WHEREAS, the Department and the Service share a mutual concern for fish and wildlife resources and their habitats and desire to develop and maintain a cooperative relationship which will be in the best interests of both parties, the fish and wildlife resources and their habitats, and produce the greatest public benefit; and

WHEREAS, the Alaska National Interest Lands Conservation Act (ANILCA) and subsequent implementing Federal regulations recognize that the resources and uses of Service lands in Alaska are substantially different than those of similar lands in other states and mandate continued subsistence uses in designated National Parks plus sport hunting and fishing, subsistence, and trapping uses in National Preserves under applicable State and Federal laws and regulations; and

WHEREAS, the Department and the Service recognize the increasing need to coordinate resource planning and policy development;

NOW, THEREFORE, the parties hereto do hereby agree as follows:

THE DEPARTMENT OF FISH AND GAME AGREES:

1. To recognize the Service's responsibility to conserve fish and wildlife and their habitat and regulate human use on Service lands in Alaska, in accordance with the National Park Service Organic Act, ANILCA, and other applicable laws.

2. To manage fish and resident wildlife populations in their natural species diversity on Service lands, recognizing that nonconsumptive use and appreciation by the visiting public is a primary consideration.

3. To consult with the Regional Director or his representative in a timely manner and comply with applicable Federal laws and regulations before embarking on management activities on Service lands.

4. To act as the primary agency responsible for management of subsistence uses of fish and wildlife on State and Service lands, pursuant to applicable State and Federal laws.

5. To recognize that National Park areas were established, in part, to "assure continuation of the natural process of biological succession" and "to maintain the environmental integrity of the natural features found in them."

THE NATIONAL PARK SERVICE AGREES:

1. To recognize the Department as the agency with the primary responsibility to manage fish and resident wildlife within the State of Alaska.

2. To recognize the right of the Department to enter onto Service lands after timely notification to conduct routine management activities which do not involve construction, disturbance to the land, or alterations of ecosystems.

3. To manage the fish and wildlife habitat on Service lands so as to ensure conservation of fish and wildlife populations and their habitats in their natural diversity.

4. To cooperate with the Department in planning for management activities on Service lands which require permits, environmental assessments, compatibility assessments, or similar regulatory documents by responding to the Department in a timely manner.

5. To consider carefully the impact on the State of Alaska of proposed treaties or international agreements relating to fish and wildlife resources which could diminish the jurisdictional authority of the State, and to consult freely with the State when such treaties or agreements have a significant impact on the State.

6. To review Service policies in consultation with the Department to determine if modified or special policies are needed for Alaska.

7. To adopt Park and Preserve management plans whose provisions are in substantial agreement with the Department's fish and wildlife management plans, unless such plans are determined formally to be incompatible with the purposes for which the respective Parks and Preserves were established.

8. To utilize the State's regulatory process to the maximum extent allowed by Federal law in developing new or modifying existing Federal regulations or proposing changes in existing State regulations governing or affecting the taking of fish and wildlife on Service lands in Alaska.

9. To recognize the Department as the primary agency responsible for policy development and management direction relating to subsistence uses of fish and wildlife resources on State and Service lands, pursuant to applicable State and Federal laws.

10. To consult and cooperate with the Department in the design and conduct of Service research or management studies pertaining to fish and wildlife.

11. To consult with the Department prior to entering into any cooperative land management agreements.

12. To allow under special use permit the erection and maintenance of facilities or structures needed to further fish and wildlife management activities of the Department on Service lands, provided their intended use is not in conflict with the purposes for which affected Parks or Preserves were established.

THE DEPARTMENT OF FISH AND GAME AND THE NATIONAL PARK SERVICE MUTUALLY AGREE:

1. To coordinate planning for management of fish and wildlife resources on Service lands so that conflicts arising from differing legal mandates, objectives, and policies either do not arise or are minimized.

2. To consult with each other when developing policy, legislation, and regulations which affect the attainment of wildlife resource management goals and objectives of the other agency.

3. To provide to each other upon request fish and wildlife data, information, and recommendations for consideration in the formulation of policies, plans, and management programs regarding fish and wildlife resources on Service lands.

4. To recognize that the taking of fish and wildlife by hunting, trapping, or fishing on certain Service lands in Alaska is authorized in accordance with applicable State and Federal law unless State regulations are found to be incompatible with documented Park or Preserve goals, objectives or management plans.

5. To recognize for maintenance, rehabilitation, and enhancement purposes, that under extraordinary circumstances the manipulation of habitat or animal populations may be an important tool of fish and wildlife management to be used cooperatively on Service lands and waters in Alaska by the Service or the Department when judged by the Service, on a case by case basis, to be consistent with applicable law and Park Service policy.

6. That implementation by the Secretary of the Interior of subsistence program recommendations developed by Park and Park Monument Subsistence Resource

Commissions pursuant to ANILCA Section 808(b) will take into account existing State regulations and will use the State's regulatory process as the primary means of developing Park subsistence use regulations.

7. To neither make nor sanction any introduction or transplant of any fish or wildlife species on Service lands without first consulting with the other party and complying with applicable Federal and State laws and regulations.

8. To cooperate in the development of fire management plans which may include establishment of priorities for the control of wildfires and use of prescribed fires.

9. To consult on studies for additional wilderness designations and in development of regulations for management of wilderness areas on Service lands.

10. To resolve, at field office levels, all disagreements pertaining to the cooperative work of the two agencies which arise in the field and to refer all matters of disagreement that cannot be resolved at equivalent field levels to the Regional Director and to the Commissioner for resolution before either agency expresses its position in public.

11. To meet annually to discuss matters relating to the management of fish and wildlife resources on, or affected by, Service lands.

12. To develop such supplemental memoranda of understanding between the Commissioner and the Regional Director as may be required to implement the policies contained herein.

13. That the Master Memorandum of Understanding is subject to the availability of appropriated State and Federal funds.

14. That this Master Memorandum of Understanding establishes procedural guidelines by which the parties shall cooperate, but does not create legally enforceable obligations or rights.

15. That this Master Memorandum of Understanding shall become effective when signed by the Commissioner of the Alaska Department of Fish and Game and the Alaska Regional Director of the National Park Service and shall continue in force until terminated by either party by providing notice in writing 120 days in advance of the intended date of termination.

16. That amendments to this Master Memorandum of Understanding may be proposed by either party and shall become effective upon approval by both parties.

STATE OF ALASKA
Department of Fish and Game

By Ronald O. Skoog
Ronald O. Skoog
Commissioner

Date 14 October 1982

U.S. DEPARTMENT OF THE INTERIOR
National Park Service

By John E. Cook
John E. Cook
Regional Director, Alaska

Date October 5, 1982

Senator MURKOWSKI. Thank you, Dr. Skoog. Your entire statement and the appendix will be submitted for the record.

And I would next call on the very patient Daniel Galbreath, chairman of the board of the Wildlife Legislative Fund. We do welcome you to the committee, and would ask you to proceed. Again, thank you, for your patience.

STATEMENT OF DANIEL M. GALBREATH, CHAIRMAN, BOARD OF DIRECTORS, THE WILDLIFE LEGISLATIVE FUND OF AMERICA, COLUMBUS, OHIO

Mr. GALBREATH. Thank you, Senator. I must admit that I was a little embarrassed by my timing as well as the flowery words that the Senator used. And I would admit that I would be a little bit more comfortable today if I were either at the ball park or perhaps on a sheep hunt in Alaska.

Senator MURKOWSKI. I would probably join you on that, but the realities dictate otherwise.

Mr. GALBREATH. I am here, however, because of my personal commitment to Senate bill 49, and also as has been suggested, as chairman of the board of the Wildlife Legislative Fund of America.

The Wildlife Legislative Fund, as I have mentioned, serves that American wildlife sportsman in protecting his rights and interests through legislative representation and legal defense.

In connection with this bill, we are working with some 9,000 sportsmen organizations in every State of the Union and in all 435 congressional districts. Of the several national organizations that we serve, as a little more background to us, perhaps the best known might be Ducks Unlimited, whose 400,000 members raised over $40 million each year for the preservation of waterfowl habitat.

Sportsmen in their organizations throughout the United States support this bill because it stands for the right to hunt. Hunting is a good and traditional activity in this country, an activity that we believe should be encouraged for the betterment of the people involved in it, for the environment, and yes, even for the wildlife itself.

When the history of conservation in the 20th Century is written, the hunter and the fisherman must receive recognition for their primary role in the conservation movement. It was they, the hunter and the fisherman, who early in this century most strongly urged the establishment of national parks and wildlife preserves.

They were the men and women in the field who sought and understood what was happening, and what was needed. It was they who had the initiative to speak out, and put their money where their mouths were. To this day, the American sportsman is the principal supporter of wildlife management programs including those affecting nongame and endangered species. The hunting and fishing sportsmen supply over 80 percent of the money spent on wildlife management in this country.

Hunters throughout America were alarmed and dismayed at what happened in the Alaska lands bill of 1980. Many perceived the result as antihunting. We choose, however, to simply recognize this as a very complex piece of legislation which as the clock struck midnight on the night that it was passed, realized that the hunter himself was just overlooked, and was caught in crossfire between the preservationists and the developers, for there is no good reason at all for the lands that we are now talking about to be excluded from the hunter.

This is not a question of hunting versus parks. Almost all of these national parklands unlike those in the Lower 48, local rural residents are allowed to hunt, as Senator Stevens and some of my other colleagues have already pointed out.

These lands for which we ask to be changed to park preserve status are good hunting lands. Some of the best in Alaska, and even in fact some of the best in the world. The records will show that the Rangles is the most productive trophy sheep hunting area in America.

These are remote lands. They are areas upon which hunting has occurred since man inhabited the land, centuries before the 1980 enactment which declared them to be off limits.

Hunting on these lands will not adversely affect the environment or the wildlife species, or even pose a conflict with other uses, which are mostly summer activities while hunting occurs in the fall. There is no conservation reason for prohibiting hunting on these lands.

To the American hunter, the prohibition of hunting on these lands is at best an error, and at worst a permanent monument to the success of the antihunting movement. Please bear in mind that any supposed conflict of use in these areas is not that of the so-called wealthy hunter from the Lower 48 crowding out the little family in its station wagon. Because most of these areas are inaccessible to the ordinary tourist or sightseer.

There are many organizations that are in back of our effort and the Wildlife Legislative Fund. My colleague mentioned quite a few of them in Alaska, and there are others on a nationwide basis, such as the National Wildlife Federation, the International Association of Fish and Game, the National Rifle Association, and the Boone and Crockett Club.

And there have been many magazines that have supported us with editorials, as well as newspapers, such as the Los Angeles Times and the Detroit News. The Detroit News, however, said, and I would like to quote, "The sportsmen have a very strong case. The environmentalists are presumptious, indeed, to lock up a territory the size of Indiana for their own selfish and exceedingly esoteric enjoyment, thereby excluding tens of millions of their own countrymen who lay out hard cash to preserve the great out-of-doors."

Senator **Murkowski**. Would you summarize your remaining remarks, please?

Mr. **Galbreath**. Yes. The issue, as we see it, is best summed up in Field and Stream, and again I quote, "The legislation just introduced deals with the right to hunt," and therein lies the significance of my presence and those of us with me. I would be more than pleased to answer any questions, if I could.

[The prepared statement of Mr. Galbreath follows:]

THE WILDLIFE LEGISLATIVE FUND OF AMERICA
To protect the Heritage of the American Sportsman to hunt, to fish and to trap

1612 K Street, N.W.
Suite 1101
Washington, D.C. 20006
202/466-4407

Statement of

DANIEL M. GALBREATH

in support of

S. 49, Alaska National Hunting Bill

before the

Public Lands and Reserved Water Subcommittee

of the

Senate Energy and Natural Resources Committee

Friday, April 15, 1983

Dirksen Senate Office Building

Washington, D. C.

50 West Broad Street, Columbus, Ohio 43215 614/221-2684

I am Daniel M. Galbreath, Chairman of the Board of Directors of The Wildlife Legislative Fund of America. I appear today in support of S. 49, "The Alaska National Hunting Bill", which removes a prohibition against hunting on approximately 12 million acres of land in Alaska.

The Wildlife Legislative Fund of America serves the American wildlife sportsman in protecting his rights and interests through legislative representation and legal defense. In connection with this bill, we are working with some 9,000 sportsmen's conservation organizations in every state and in all 435 congressional districts. Of the several national organizations that we serve, the best known may be Ducks Unlimited, whose 400,000 members raise $40 million each year to preserve waterfowl habitat.

Sportsmen and their organizations throughout the United States support this bill because it stands for the right to hunt. Hunting is a good and traditional activity in this country, an activity we believe should be encouraged -- for the betterment of the people involved in it, for the environment, and, yes, even for the wildlife.

When the history of conservation in the 20th Century is written, the hunter and fisherman must receive recognition for their primary role in the conservation movement. It was they who early in the century most strongly urged establishment of National Parks and of wildlife preserves.

They were the men and women in the field who saw and understood what was happening, and what was needed. It was they who had the initiative to speak out -- and to put their money where their mouths were. To this day, the American sportsman is the principal supporter of wildlife management programs, including those affecting non-game and endangered species. The hunting-fishing sportsmen supply over 80 percent of the money spent on wildlife management in this country.

Hunters throughout America were alarmed and dismayed at what happened in the "Alaska Lands Bill of 1980". Many perceived the result as anti-hunting. We choose to see simply a voluminous and complex piece of legislation, handled as the legislative clock struck midnight, in which hunting got caught in a crossfire between preservationists and developers. Members of the House and Senate learned which areas were to be protected from development and which were not, but the impact of map lines dividing hunting from non-hunting areas was lost in the debate.

This is not a question of hunting versus parks. In Alaska, Congress created two principal types of National Park System lands -- National Parks, and National Park Preserves, the latter in recognition of the fact that regulated hunting in Alaska could be carried on in primitive areas, without causing resource problems. Please recall that neither of these types of "National Park" land are wildlife sanctuaries as are the National Parks in the "Lower 48" states. On almost all of these National Park lands, unlike those in the Lower 48, local rural residents are allowed to hunt.

These lands for which we ask change to "Park Preserve" status are good hunting lands, some of the best in Alaska, or even in the world. They are remote lands. They are areas upon which hunting has occurred since man inhabited the land -- centuries before the 1980 enactment which declared them to be "off limits". Hunting on these lands will not adversely affect the environment or the wildlife species, or even pose a conflict with other uses which are mostly summer activities, while hunting occurs in the fall. There is no conservation reason for prohibiting hunting on these lands. To the American hunter, the prohibition of hunting on these lands is at best an error, and at worst, a permanent monument to the success of the anti-hunting movement.

Please bear in mind that any supposed conflict of use in these areas is not that of the so-called wealthy hunter crowding out the little family in its station wagon, because most of these areas are inaccessible to the ordinary tourist and sightseer. The cost from Columbus, Ohio, including the bush pilot who, from a practical standpoint, must be hired to take you into these remote areas, is generally the same whether your objective is hunting, backpacking, or photography.

The Alaskan hunters who were dispossessed by the 1980 dividing lines support this bill. The Alaska sportsmen's organizations, the Alaska state wildlife agency, and the Alaska Federation of Natives support it. Among national organizations supporting the bill are the National Wildlife Federation, International Association of Fish and Wildlife Agencies, National Rifle Association, Mzuri Safari Foundation, Foundation for North American Wild Sheep, Game Conservation International, Shikar Safari Club International Foundation, and Boone and Crockett Club. It is strongly supported by all the major outdoor publications -- by Outdoor Life, the American Hunter, Petersen's Hunting, and by Field and Stream, which called S. 49 "of vital interest to all sportsmen -- whether or not they are fortunate enough to hunt in Alaska". Some of the newspapers which have given it editorial support are the Los Angeles Times, the San Francisco Chronicle, the Dallas Times-Herald, and the Detroit News. The News editorial concluded:

> "The sportsmen have a very strong case. The environmentalists are presumptuous indeed to lock up a territory the size of Indiana for their own selfish and exceedingly esoteric enjoyment -- thereby excluding tens of millions of their countrymen who lay out hard cash to preserve the great outdoors."

It is understandable that Alaskans would support this bill. But why should it have such overwhelming support from sportsmen throughout the country who, it is quite true, for the most part will never see these wonderful lands or hunt upon them?

The editor of Field and Stream identified the reason:

> "The legislation just introduced deals with the right to hunt, and therein lies its importance."

Consider the example of another unique American state. Relatively few of the nation's 73 million hunters and fishermen will ever hunt or fish in Florida, but they are intensely interested both in the preservation of the exceptional wildlife environments and the interference in rational wildlife management by anti-hunting organizations that has occurred there recently.

Witnessing prohibition of hunting on ideal hunting lands in Alaska -- not necessary to prevent development, or for any reasonable use of land conflict, or to preserve the environment, or to protect species -- the American hunter reasons that if this can happen in an "outdoor" state like Alaska, hunting can be prohibited anywhere in the United States.

The principle we stand for here, today, is that hunting is a right, a privilege and is good, if properly managed, and should be permitted unless there is a sound reason not to permit it. The question brought before Congress by this bill is not "why allow hunting?" but rather, "why _not_ allow hunting?"

That is the issue Congress is asked to decide.

- END -

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Daniel M. Galbreath is a national business leader and sportsman-conservationist. His principal business is real estate development, management and leasing throughout the world. He is president of the Pittsburgh Pirates Baseball Club and is a breeder and trainer of thoroughbred race horses. His conservation credits include his position as Chairman of the Board of Directors, The Wildlife Legislative Fund of America. He is Chairman of the International Wilderness Leadership Foundation and is a member of the National Audubon Society, the National Recreation and Park Association, and the Foundation for North American Wild Sheep. Mr. Galbreath is a Director of the Cleveland Zoological Society and a member of the Columbus Zoological Park Association.

Senator MURKOWSKI. Thank you, Mr. Galbreath. We will have questions for the entire panel at the end of the presentations.

I would proceed now with Mr. J. Warren Cassidy, executive director, the Institute of Legislative Action of the National Rifle Association in Washington. You may proceed, Mr. Cassidy. And I would remind you of the time limits.

STATEMENT OF J. WARREN CASSIDY, EXECUTIVE DIRECTOR, NATIONAL RIFLE ASSOCIATION, INSTITUTE OF LEGISLATIVE ACTION, WASHINGTON, D.C.

Mr. CASSIDY. Thank you, Mr. Chairman, and our good friends of NRA, Senator McClure, and Senator Stevens.

I appreciate the opportunity to testify on behalf of the 2.5 million members of the National Rifle Association in support of S. 49, the Alaska national hunting bill.

This proposed legislation would reopen approximately 12 million acres of Alaska's prime hunting areas, which were closed to the Nation's sportsmen in 1980 due to the passage of the Alaska National Interest Lands Conservation Act.

The lands addressed in S. 49 are now closed to sport hunting, and open to subsistence hunting. And I know that this has been mentioned many times, and will be later on. But through our number of directors that we have in the great State of Alaska and the large membership we have, we are well aware of the intense anger that that dichotomy created.

S. 49 would change the status of the subject lands from national parks to park preserves. And the only significance to such a change would be allowed sport hunting and trapping. No roads will be built, nor is there an expansion of any oil or mineral resource development.

Additionally, all of the land will remain under Park Service control. In this regard, the National Rifle Association strongly supports this legislation, because it impacts strictly on hunting and trapping, and no other issues.

The Nation's hunters and trappers are the real conservationists in America today, and S. 49 addresses their interests unencumbered by oil, gas, or timber concerns. There is no need from a conservation standpoint for these Alaska lands to be closed to hunting. The Alaska Fish and Game Department designated the lands in question as lands traditionally utilized for sport hunting prior to 1980, and all contain healthy game animal populations.

The National Rifle Association relies on the expertise of the professional wildlife managers and biologists in the field for their judgment regarding the efficacy of sport hunting and trapping on the subject lands. We accept their background, education, and expertise on the matter, and do not try to create facts to support our own position in this area.

S. 49 benefits not only the 158,000 Alaskans who hunt and fish, but the over 100,000 out of State hunters who annually travel to Alaska to purchase hunting and fishing licenses. The money generated by the licensing fees translates into dollars spent on wildlife management and habitat.

In Alaska, as you have heard, this figure amounts to $18.5 million annually, and nationally sportsmen contribute over $500 million each year to wildlife management via license fees and taxes on sporting equipment.

The 1980 Alaska National Interest Lands Conservation Act initially included a sport hunting provision, but a complicated substitute that we heard much about this morning failed to be passed.

S. 49 does not reopen the entire Alaska lands issue, but seeks only to correct the inequity that excluded sport hunting on lands that were traditionally open for hunting prior to 1980. And I think that Senator Steven's comment that it was the Hunter's Equity bill would have perhaps been a better title for the bill.

Given the nature of the 12 million acres which are the subject matter of S. 49, it makes no sense for these prime hunting areas to be closed. Congress specifically created in Alaska the type of park to accommodate sport hunting.

There is no conflict between hunters and nonhunting visitors, because hunting seasons do not occur during the summer or nonhunting tourist months. The lands were not closed in 1980 for reasons of conservation, protection of the wilderness, environment, logical natural boundaries were not used, or needed for natural parks.

The lands were closed because of misinformation and lack of consideration for the Nation's hunters and trappers. S. 49 represents a recognition of the fact that the lines drawn in the 1980 Alaska legislation were in error, as they excluded previously hunted lands, and are in direct contradiction to professional wildlife management techniques.

It is my opinion that only a misbegotten conception that sport hunting is morally wrong can account for any opposition to this bill.

Thank you, for the opportunity to testify before you.

[The prepared statement of Mr. Cassidy follows:]

TESTIMONY OF J. WARREN CASSIDY
EXECUTIVE DIRECTOR

NATIONAL RIFLE ASSOCIATION
INSTITUTE FOR LEGISLATIVE ACTION

BEFORE THE

SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES
SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER

ON

APRIL 15, 1983

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER:

I APPRECIATE THE OPPORTUNITY TO TESTIFY ON BEHALF OF THE 2.5 MILLION MEMBERS OF THE NATIONAL RIFLE ASSOCIATION IN SUPPORT OF S.49, THE ALASKA NATIONAL HUNTING BILL.

THE PROPOSED LEGISLATION WOULD **REOPEN** APPROXIMATELY 12 MILLION ACRES OF ALASKA'S PRIME HUNTING AREAS WHICH WERE CLOSED TO THE NATION'S SPORTSMEN IN 1980, DUE TO THE PASSAGE OF THE ALASKA NATIONAL INTEREST LANDS CONSERVATION ACT.

THE LANDS ADDRESSED IN S.49 ARE NOW CLOSED TO SPORT HUNTING, BUT OPEN TO SUBSISTENCE HUNTING. THE ALASKA NATIONAL HUNTING BILL WOULD CHANGE THE STATUS OF THE SUBJECT LANDS FROM NATIONAL PARKS TO PARK/PRESERVE STATUS. THE **ONLY** SIGNIFICANCE TO SUCH A CHANGE WILL BE TO ALLOW SPORT HUNTING AND TRAPPING. NO ROADS WILL BE BUILT, NOR IS THERE EXPANSION OF ANY OIL OR MINERAL RESOURCE DEVELOPMENT. ADDITIONALLY, ALL THE LAND WILL REMAIN UNDER PARK SERVICE CONTROL. IN THIS REGARD THE NATIONAL RIFLE ASSOCIATION STRONGLY SUPPORTS THIS LEGISLATION BECAUSE IT IMPACTS STRICTLY ON HUNTING AND TRAPPING AND NO OTHER ISSUES. THE NATION'S HUNTERS AND TRAPPERS ARE THE REAL CONSERVATIONISTS IN

America today and S.49 addresses their interests unencumbered by oil, gas, or timber concerns.

There is no need, from a conservation standpoint, for these Alaska Lands to be closed to hunting. The Alaska Fish and Game Department designated the lands in question as lands traditionally utilized for sport hunting prior to 1980, and all contain healthy game animal populatons. The National Rifle Association relies on the expertise of the professional wildlife managers and biologists in the field for their judgment regarding the efficacy of sport hunting and trapping on the subject lands.

S.49 benefits not only the 158,000 Alaskans who hunt and fish, but the over 100,000 out of state hunters who annualy travel to Alaska and purchase hunting and fishing licenses. The money generated by the licensing fees translates into dollars spent on wildlife management and habitat. In Alaska, this figure amounts to $18.5 million annually, and Nationally sportsmen contribute over $500 million each year to wildlife management via license fees and taxes on sporting equipment.

The 1980 Alaska Interest Lands Conservation Act initially included a sport hunting provision, but a complicated substitute amendment excluded the provision when the Act was finally passed. S.49 does not reopen the entire Alaska Lands issue, but seeks only to correct an inequity that excluded sport hunting on lands that were traditionally open for hunting prior to 1980.

GIVEN THE NATURE OF THE 12 MILLION ACRES WHICH ARE THE SUBJECT MATTER OF S.49, IT MAKES NO SENSE FOR THESE PRIME HUNTING AREAS TO BE CLOSED. CONGRESS SPECIFICALLY CREATED IN ALASKA A TYPE OF PARK TO ACCOMMODATE SPORT HUNTING. THERE IS NO CONFLICT BETWEEN HUNTERS AND NON-HUNTING VISITORS, BECAUSE HUNTING SEASONS DO NOT OCCUR DURING THE SUMMER. THE LANDS WERE NOT CLOSED IN 1980 FOR REASONS OF CONSERVATION, PROTECTION OF THE WILDERNESS ENVIRONMENT, LOGICAL NATURAL BOUNDARIES OR NEED FOR NATURAL PARKS. THE LANDS WERE CLOSED BECAUSE OF MISINFORMATION AND LACK OF CONSIDERATION FOR THE NATION'S HUNTERS AND TRAPPERS.

S.49 REPRESENTS A RECOGNITION OF THE FACT THAT THE LINES DRAWN IN THE 1980 ALASKA LEGISLATION WERE IN ERROR, AS THEY EXCLUDED CERTAIN PREVIOUSLY HUNTED LANDS.

THANK YOU FOR THE OPPORTUNITY TO TESTIFY IN SUPPORT OF THIS MOST IMPORTANT LEGISLATION.

Senator **MURKOWSKI**. Thank you, very much, Mr. Cassidy. We appreciate your testimony. And we would ask that you remain at the witness table while we proceed with the next witness, Mr. Wes Hayden, legislative counsel, International Association of Fish and Wildlife Agencies in Washington, D.C.

We welcome you to the committee, Mr. Hayden, and ask that you proceed.

STATEMENT OF WES HAYDEN, LEGISLATIVE COUNSEL, INTERNATIONAL ASSOCIATION OF FISH AND WILDLIFE AGENCIES, WASHINGTON, D.C.

Mr. **HAYDEN**. Thank you, Mr. Chairman. It is a pleasure to be here in my official capacity to share with you and your colleagues the association's assessment of the legislation now before you for your consideration.

As you know, our organization has agency members in each of the 50 States as well as in Canada, Mexico, and Puerto Rico. Since its founding nearly 70 years ago, and I might remind you that that dates back to the Teddy Roosevelt era, its primary commitment has been to the cause of sound and balanced conservation and management of the Nation's national resources, and promotion of measures which may contribute to those end results.

We are persuaded that S. 49, the Alaska National Hunting Act, meets that criteria, and we are consequently prepared to support it as it is presently proposed.

In proposing the redesignation of 12 million acres of national parkland in Alaska to the status of park preserve, the bill addresses an area of concern to IAFWA members dating back to 1979 when the Alaska National Interest Lands Conservation Act was still being debated.

We expressed the view in a resolution adopted at the association's annual meeting in that year that the ANILCA provisions were too rigid, to excessive, and particularly in the matter of land classification within the national parks system, and should be made more flexible.

We formally endorsed the concept of the measure now before you in another resolution adopted at our 1982 annual meeting after its provisions had been outlined both to our land resources and land legislative committees as introduced by Senator Stevens and the chairman just shortly before that session.

With your permission, Mr. Chairman, I am prepared to offer the full text of each resolution for the hearing record for insertion at the appropriate point.

Senator MURKOWSKI. It will be so noted.

Mr. HAYDEN. You may want to know that the 1982 position was reaffirmed by our legislative and executive committees during the North American Wildlife and Natural Resources Conference last month in Kansas City.

I would stress one point as a preface to my further remarks on this legislation. The measure, it needs to be understood clearly, proposes no new authority. It merely seeks to restore in part what had been removed earlier to a degree that we feel was at least unnecessary for the protection of the resources, and might even be considered to be detrimental to the future of those same resources.

Likewise, it does nothing more than propose access for all hunters to an area already available to those in the subsistence category. It squares with our long held conviction that hunting and trapping are not only useful for pleasure and profit, but at the same time are a legitimate and effective conservation and management tool when properly regulated.

We know enough about the operations of the Alaska Fish and Game Department to be completely comfortable and confident that those regulations would be applied and enforced under the expanded hunting and trapping arrangement.

We are equally confident that the use of such management controls would do much to insure a more healthy and viable wildlife resource for the areas in question than permitting excessive increase of the animal species that are natives of the region, and a consequent overburdening of the habitat concerned.

The same thing, of course, would hold true as it concerns the environment in which it lives. But it is not just as a hunting and trapping bill that we support S. 49. We also attach importance to it as a further recognition and reconfirmation of the need for balance of all areas of resource conservation and management.

We think that it will gain support from other quarters on this same basis. I would, however, make one point clear at this juncture. Our support of this bill is predicated on the condition that it not be changed to permit other types of development in the park preserve with which it is concerned. We would resist any such effort, and would be prepared to withdraw our endorsement of the legislation if such substantive change were to be included.

Barring such an eventuality, we are happy to recommend the favorable consideration of the measure by your subcommittee, and will work for its eventual enactment into law.

Thank you, Mr. Chairman for the chance to share our views with you.

[The prepared statement of Mr. Hayden follows:]

STATEMENT OF INTERNATIONAL ASSOCIATION OF FISH AND WILDLIFE AGENCIES TO SENATE SUBCOMMITTEE ON PUBLIC LANDS AND RESERVE WATER RELATING TO S 49, THE ALASKA NATIONAL HUNTING ACT. April 19, 1983.

Mr. Chairman, I am Wes Hayden, Legislative Counsel for the International Association of Fish and Wildlife Agencies.

It is a pleasure to be here today in that capacity to share with you and your colleagues the Association's assessment of the legislation now before you for consideration.

As you know, our organization has agency members in each of the 50 states, as well as in Canada, Mexico and Puerto Rico. Since its founding nearly 70 years ago, its primary commitment has been to the cause of sound and balanced conservation and management of the nation's natural resources and promotion of measures which may contribute to those end results.

We are persuaded that S 49, the Alaska National Hunting Act, meets that criteria and we are consequently prepared to support it as presently proposed.

That judgment is the outgrowth of consideration we have given over a span of nearly four years to some of the basic issues on which the legislation now turns and is entirely consistent with formal positions we have taken on two occasions over that period with respect to them.

In proposing redesignation of 12 million acres of National Park land in Alaska to the status of Park Preserve, the bill addresses an area of concern to IAFWA members dating back to 1979 while the Alaska National Interest Lands Conservation Act was still being debated.

We expressed the view in a resolution adopted in the Association's annual meeting that year that ANILCA provisions were too rigid and excessive, particularly in the matter of land classification within the National Park System, and should be made more flexible.

We formally endorsed the concept of the measure now before you in another resolution adopted at our 1982 annual meeting after its provisions had been outlined to both our Land Resources and Legislative Committees as introduced by Senators Stevens and Murkowski just prior to that session.

With your permission, Mr. Chairman, I am prepared to offer the full text of each resolution for the hearing record.

You may want to know that the 1982 position was reaffirmed by our Legislative and Executive Committees during the North American Wildlife and Natural Resources Conference last month in Kansas City.

Aside from those formal expressions, the position we outline today also reflects results of our staff studies and assesment of the practical and philosophical effects which could be anticipated from passage and implementation of the legislation.

I would stress one point at the outset as a preface to my further discussion of this legislation.

The measure proposes no new authority. It merely seeks to restore in part what had been removed earlier to a degree at least unnecessary for the protection of the resources concerned and more likely to the ultimate detriment of the resource.

Likewise, it does nothing more than to propose access for all hunters to an area already available to those in the subsistence category.

It squares with our long-held conviction that hunting and trapping are not only useful for pleasure and profit but are at the same a legitimate and effective conservation and management tool when properly regulated.

Familiar as we are with the quality of the Alaska Fish and Game Department's operations, we have every confidence that those regulations would be applied and enforced under the expanded hunting and trapping arrangement.

We are equally confident that use of such management controls will do much more to insure a healthy and viable wildlife resource for the areas in question than permitting excessive increase of the animal species that are native to the region and over-burdening of their habitat.

The same thing, of course, holds true as it concerns the environment in which they live and which would likewise suffer through overuse.

It is not just as a hunting and trapping bill that we support HR 49. We also attach importance to it as a further recognition of the need for balance in resource conservation and management.

And we think it will gain support from other quarters on the same basis.

In conclusion, however, I would emphasis one other point. Our support is predicated on the condition that the bill not be changed to permit any other type of development in the Park Preserve with which it is concerned.

We would resist any such effort and be prepared to withdraw our endorsement of the legislation if such a substantive change were to be included.

Barring such an eventuality we recommend favorable consideration of the measure by your subcommittee and will work for its eventual enactment into law.

Adopted Sept. 1979

Resolution No. 24

Alaska National Interest Lands

WHEREAS, Alaska lands legislation is now before Congress and the House and Senate versions of this important legislation differ substantially; and

WHEREAS, the mechanisms to be established by Congress regarding fish and wildlife management and uses in Alaska are of extreme importance due to the scale of the subject matter, competition for the resource, and need for flexibility in responding to the requirements of the fish and wildlife resources in this vast and delicate ecosystem; and

WHEREAS, both Senate and House versions, S-9 and HR-39, but particularly S-9, would alter and diminish established state authority and responsibility for management of fish and resident wildlife, with no assurance of additional benefits to fish and resident wildlife and their habitats; and

WHEREAS, both Senate and House versions, but particularly HR-39, would establish enormous areas as National Parks and Monuments and thereby preclude many valid wildlife uses, including hunting and trapping, in areas valued and long available for traditional outdoor activities of many kinds;

NOW, THEREFORE, BE IT RESOLVED, that the International Association of Fish and Wildlife Agencies finds both S-9 and HR-39 unacceptable and

(1) Urges that S-9 be amended so as to maintain the long-established division of responsibility between the states and the federal government regarding fish and resident wildlife on federal lands;

(2) Urges that the resulting Alaska lands legislation be designed to ensure that subsistence uses of fish and resident wildlife be subject to regulation by the State of Alaska; and

◆

(3) Urges that Congress adopt the more flexible provisions of S-9 relating to classification of lands as National Preserves within the National Park System.

Adopted, September 21, 1982
Resolution No. 2
Alaska National Interest Lands Conservation Act

WHEREAS, in the enactment by Congress in 1980 of the Alaska National Lands Conservation Act, some 25 million acres of public lands were closed to recreational hunting and trapping, other than taking for subsistence, by being placed in National Park status:

WHEREAS, this was done despite the fact that much of this land could have been placed in National Park Preserve status, in which recreational hunting and trapping are permitted, but which would prevent resource development and thus afford the same environmental protection as under National Park status;

WHEREAS, recreational hunting and trapping are outdoor activities that are healthful, traditional, and productive to the economy, and should be encouraged in those places where they are feasible;

WHEREAS, the Alaska Department of Fish and Game has identified some 12 million acres of land placed in National Park status by the 1980 law, which formerly were open to hunting and trapping and which by virtue of significant wildlife populations and location, can be reopened to recreational hunting and trapping without detriment to the environment and without adversely affecting other potential uses by National Park visitors;

WHEREAS, the International Association of Fish and Wildlife Agencies is on record by Resolution No. 79-24 as supporting appropriate classification of lands as National Preserves within the National Park System;

NOW, THEREFORE, BE IT RESOLVED, that the International Association of Fish and Wildlife Agencies urges the Congress to amend the Alaska National Interest Lands Conservation Act of 1980 to change the status of approximately 12 million acres of lands now in National Park status, to National Park Preserve status, so that recreational hunting, fishing and trapping may be pursued on such lands under state regulation.

Senator MURKOWSKI. Thank you, very much for that precise statement, Mr. Hayden. You were right on the bell.

We will call on the next witness, Mr. Clare Conley, editor of the Outdoor Life magazine in New York. We welcome you, Mr. Conley to the committee. We look forward to your testimony. You may please proceed.

Mr. CONLEY. Before I start, I would ask that my complete testimony be entered.

Senator MURKOWSKI. Without objection, it will be entered into the record.

Mr. CONLEY. I have edited it as I have sat here.

Senator MURKOWSKI. You are the editor.

Mr. CONLEY. Let us hope that I did enough.

Senator MURKOWSKI. Please proceed.

STATEMENT OF CLARE CONLEY, EDITOR-IN-CHIEF, OUTDOOR LIFE MAGAZINE

Mr. CONLEY. Thank you for allowing me the privilege to speak here today for many of the 17 million little people of America who enjoy the sport of hunting. I am Clare Conley, the editor of Outdoor Life magazine. Our magazine reaches about 6 million readers a month, and these readers are watching the Alaska national hunting bill very closely, because they see the very future of hunting involved in the outcome of this issue.

I would like to point out, also, that the editor of the other major national outdoor magazine, Field and Stream, is also a supporter of this bill.

Even before this hearing began, there was a flurry of mailings circulated in Congress seeking to set up false issues, and divert your support away from the Alaska national hunting bill. I urge you not to be confused by these scarecrow claims.

Some of these are hunting or antihunting. If there is no clear-cut overriding point about this issue, it is that the bill is a hunting bill. It does not deal with resources other than renewable game resources. This is not a development bill, nor does it open the door to development in any way.

This bill has forced many organizations to take a position for or against it. A stance against this bill can only be viewed by American hunters as being antihunting. In the Alaska Lands Act, the question of hunting could not be clearly dealt with. To this day, the author of that act claim, that they struck a compromise with hunting interests regarding the amount of land that they left open to hunting.

I say that there was no compromise. They allowed hunting only on as much land as they felt that they had to. This bill corrects that inequity.

One of the organizations which was instrumental in the passage of the Alaska Lands Act, the largest in the Alaska coalition, now supports this bill. It is the National Wildlife Federation. The fact that this organization which supported the Alaska Lands Act now supports the Alaska national hunting bill speaks for itself.

Rich man verses poor man. Of all of the arguments that have been concocted to defame this bill, this is the lowest one. It is designed to turn one man against another through jealousy. Certainly, some people are wealthy. Senators, we all wish that we were.

But to say that this bill is designed for the wealthy hunter, because only they can afford to hunt in Alaska is a low form of propaganda. Every American hunter dreams of someday going to Alaska. Many of them save for years to accomplish that dream. They are average people with a dream.

Must that dream be made more impossible by restricting the amount of land where hunting can take place. Does not the very act of eliminating places to hunt make the remaining places even more expensive.

Alaska game needs sanctuary. Gentlemen, Alaskan game has never threatened anything. In fact, if the game were not so abundant in some areas, the antihunters would not have been so anxious to build parks around it. Only 8.6 percent of Alaska is closed to hunting.

Using this same method of measuring as the Congressman who wrote this, only about one-tenth of 1 percent of the United States, the Lower 48, is closed to hunting. Of course, this would mean that we would have to hunt in downtown Cincinnati.

The truth is that not every acre is hunting land in any part of the world. In Alaska, the North Slope is an Arctic desert. The ice fields and Alpine peaks are also not huntable. Private lands such as the 44 million acres owned by the Natives is not necessarily open to public hunting.

Although the popular idea is that abundant game is everywhere in Alaska, this simply is not true. There are millions of acres where game simply does not live because it is not game range. To say that such areas are open to hunting in Alaska and so mislead the public is simply not honest.

To set aside 25 million acres of real game range is simply antihunting overkill. The Alaska national hunting bill would open all parks to hunting.

What the opponents would like for you and all Americans to believe is that by some stretch of the imagination, this bill applies not only to Alaska, but suddenly will reach down and take in Yellowstone Park, and Yosemite, and the Everglades.

Of course, it is not true, but it is the typical kind of misconception being passed out these days by certain environmentalists who might create public hysteria to help their cause.

The tradition of Alaska land is hunting. So why should reopening hunting land closed for only a short time be so catastrophic to the national park system. Putting the 12 million acres of hunting land into park preserve status is better than the alternative which is to take the land out of the national park system altogether.

The fact is that the opponents of this bill just do not want hunting on any land that they can possibly prevent it on. The reason is antihunting, not some phoney threat to the national park system.

In conclusion, I would like you to keep to mind that this is a hunting issue. You will have organizations come before you who will say that they do not oppose hunting in principle. They just oppose it on these 12 million acres of land.

Please consider them by their actions, and not their words. Because the future of hunting does turn on such issues as 12 million acres of hunting land in Alaska. Even now as we debate this issue, other attempts to ban hunting from traditional places are being made.

The very National Park Service that is involved here today is currently trying to rewrite rules for the operation of the national recreations areas to virtually eliminate hunting on such lands here in the Lower 48.

The 17 million licensed hunters of American are under attack by a consortium of small antihunting organizations whose combined membership probably does not total more than 1 million persons. It is time to draw the line, and recognize the rights of the vast majority.

The place to draw that line is around 12 million acres of Alaska hunting land that should never been closed to hunting in the first place.

Thank you.

[The prepared statement of Mr. Conley follows:]

TESTIMONY ON THE

ALASKA NATIONAL HUNTING BILL

By Clare Conley

Editor-in-Chief of OUTDOOR LIFE Magazine

Thank you Mr. Chairman and members of the subcommittee for allowing me the priviledge to speak here today for many of the little people of America who enjoy the sport of hunting -- 17 million or more.

I am Clare Conley, editor of OUTDOOR LIFE magazine. My magazine reaches about six million readers a month and these readers are watching the Alaska National Hunting Bill issue very closely because, as they tell me in their letters, they see the very future of hunting involved in the outcome of this bill.

And, although I cannot speak for him, I would like to point out that the editor of the other major national outdoor magazine, Duncan Barnes of FIELD & STREAM, is also a supporter of this bill editorially. Both of us attended the initial meeting here in Washington, D.C. which gave birth to this very important piece of legislation.

Even before this hearing began there was a flurry of mailings and letters circulated in Congress seeking to set up false issues and divert your support away from the Alaska National Hunting Bill. I urge you not to be confused by these scarecrow claims. The millions of average American hunters see through the half-truths that are being bantied about as reasons why this bill should be defeated. Let's look closely at some of these claims.

HUNTING VS ANTI-HUNTING: If there is one clear-cut, overriding point about this issue, it is that this bill is a hunting bill. It does not deal with resources other than renewable game resources. In fact at our very first meeting regarding the drafting of the Alaska National Hunting Bill, the point was established that no other resources would be involved. This is not a development bill nor does it open the door to developers in any way.

This bill, for good or for bad, has forced many organizations to take a position in support of it or against it. And a stance against this bill can only be viewed by American hunters as being anti-hunting. In the Alaska Lands Act the question of hunting could not be separated out and clearly dealt with. Too many other issues had to be handled such as native claims and development. To this day the authors of that act claim that they struck a compromise with hunting interests regarding the amount of land they left open to hunting. I say there was no compromise. They ignored democratic thinking and only allowed hunting on as much land as they felt they had to. This bill corrects that inequity.

One of the organizations that was instrumental in the passage of the Alaska Lands Act, which was also the largest in the Alaska Coalition of those years, now support this bill. It is the National Wildlife Federation. The fact that this organization, which supported the Alaska Lands Act, now supports the Alaska National Hunting Bill speaks for itself.

RICH MAN VS POOR MAN: Of all the arguments that have been concocted to defame this bill, I think this is the lowest one. It is designed not to deal with the real issue at hand, that of hunting, but to turn one man against another through jealousy. Certainly some people are wealthy, and they can do more things and own more things. And, Senators, we all wish we were wealthy.

But to say this bill is designed only for wealthy hunters because only they can afford to hunt in Alaska is a low form of propaganda, and it shames me to see certain organizations and legislators using it. Every American hunter dreams of someday going to Alaska. Many of them save for years to accomplish that dream. They are average people with a dream. Must this dream be made more impossible by restricting the amount of land where hunting can take place. Doesn't the very act of eliminating places to hunt make the remaining places even more expensive.

The very number of licenses sold for hunting in Alaska puts the lie to the "Rich Man vs Poor Man" argument. In one year 158,000 Alaskans bought hunting licenses and another 100,000 hunting and fishing licenses were sold to out-of-state sports people. That's an awful lot of men and women for each and every one to be rich.

ALASKAN GAME NEEDS SANCTUARY: Gentlemen, Alaskan game has never been threatened by sport hunting or anything else. It has been well managed by the Alaska Fish and Game Department, and in fact if the game weren't so abundant the anti-hunters wouldn't have been so anxious to build parks around it.

ONLY 8.6% OF ALASKA IS CLOSED TO HUNTING: Using the same method of measuring as the Congressman who wrote this, then only about 1/10th of 1% of the Lower 48 is closed to hunting. Of course we would have to hunt on Fifth Avenue in New York City as well as in downtown Cincinnatti.

The truth is that not every acre is hunting land in any part of the world. In Alaska the Northslope is an Arctic desert used for the most part only in the summer by caribou, which migrate south in the Fall. Ice fields and alpine peaks are not huntable. Private land such as the 44 million acres owned by the Natives is not necessarily open to public hunting. And, although the popular idea is that abundant game is everywhere in Alaska, this simply is not true. There are millions of acres where game simply doesn't live because it's not game range. To say that such areas are open to hunting in Alaska and so mislead the public is simply not honest. And to set aside 25 million acres of real game range is simply anti-hunting overkill.

THE ALASKA NATIONAL HUNTING BILL WOULD OPEN ALL PARKS TO HUNTING: The organizations taking an anti-hunting position on this bill state that this legislation will "compromise the integrity of all national parks, where no hunting has been allowed for almost 70 years."

What they would like for you and all Americans to believe is that by some stretch of imagination this bill applies not only to Alaska but suddenly somehow it will reach down and take in Yellowstone Park, and Yosemite, and the Everglades. Of course, this is not true, but it is the typical kind of misconception being passed out these days by certain "environmentalists" who want to create a public hysteria that will aid their cause.

In addition the opponents of the bill would lead you to believe that the Alaska lands in question haven't been hunted for 70 years when in fact they only time they haven't been open to hunting in the recorded history of man has been the last two or three years. The tradition of Alaska land is hunting. So why should reopening hunting land closed only for a short time be so catastrophic and create such a crisis in the National Park System. Putting the 12 million acres of hunting land into Park Preserve status is better than the alternative, which is to take the land out of the National Park System altogether. The fact is that the opponents of this bill just don't want hunting on any land they can possibly prevent it on. The reason is anti-hunting, not some phony threat to the National Park System.

IN CONCLUSION I would ask you to keep in mind that this is a hunting issue. You will have organizations come before you who will say that they do not oppose hunting in principle -- they just oppose it on these 12 million acres of Alaskan lands. Please consider them by their actions not their words, because the future of hunting does turn on such issues as 12 million acres of hunting land in Alaska.

Even now as we debate this issue other attempts to ban hunting from traditional places are being made. The very National Park Service that is involved here today is currently trying to rewrite rules for the operation of

National Recreation Areas to virtually eliminate hunting on such lands here in the Lower 48.

The 17 million licensed hunters of America are under attack by a consortium of small, anti-hunting organizations whose combined membership probably doesn't total 1 million persons. It is time to draw the line and recognize the rights of the vast majority. And the place to draw that line is around 12 million acres of Alaskan hunting land that should never have been closed to hunting in the first place.

Thank you.

OUTDOOR LIFE

ADVERTISING REPORT

FOR

STRATEGIC PLANNING MEETING

FEBRUARY 16, 1983

LGF

OUTDOOR MAGAZINES

TOTAL AD PAGES

	OUTDOOR LIFE	FIELD & STREAM	SPORTS AFIELD
1982	809	927	1,045
1981	825	924	1,013
1980	875	990	1,018
1979	977	1,048	945
1978	1,127	1,143	782

HUNTING & FISHING AD PAGES

1982

	PAGES	AS % OF TOTAL
OUTDOOR LIFE	97	12%
FIELD & STREAM	105	11%
SPORTS AFIELD	159	15%

SOURCE: PIB and Hall

1982

AD PAGES

	OUTDOOR LIFE	FIELD & STREAM	SPORTS AFIELD
Total	809	927	1,045
Auto/Gas	128	162	151
Cigarettes	105	133	117
Mail Order	103	122	104
Hunting	56	58	107
Fishing	41	47	52
Boats	37	30	46
General	31	62	68
Liquor	33	51	51
Camping	27	27	29
Tools	25	24	18

SOURCE: Hall

OUTDOOR MAGAZINES

HUNTING AD PAGES

	OUTDOOR LIFE	FIELD & STREAM	SPORTS AFIELD
1982	56	58	107
1981	60	68	122
1980	69	57	126
1979	78	66	94
1978	79	67	75

FISHING AD PAGES

	OUTDOOR LIFE	FIELD & STREAM	SPORTS AFIELD
1982	41	47	52
1981	42	37	50
1980	50	52	58
1979	46	44	40
1978	44	43	45

SOURCE: PIB and Hall

HUNTING AD PAGES

	1982	1981	+/-
Outdoor Life	56	60	- 4
Field & Stream	58	68	-10
Sports Afield	107	122	-15
Guns & Ammo	273	232	+41
Hunting	160	135	+25
American Rifleman	199	202	- 3
Guns	162	188	-26
Shooting Times	240	274	-34

FISHING AD PAGES

	1982	1981	+/-
Outdoor Life	41	42	- 1
Field & Stream	47	37	+10
Sports Afield	52	50	+ 2
Bass Master	266	163	+103
Fishing Facts	119	142	-23
Fishing World	55	53	+ 2
Salt Water Sportsman	152	183	-31

SOURCE: Hall

1982

HUNTING REVENUE

MAGAZINE	CIRCULATION	B&W PAGE	PROJECTED HUNTING DOLLARS
Outdoor Life	1,500,000	$17,840	$1,000,000
Field & Stream	2,000,000	24,235	1,400,000
Sports Afield	500,000	9,850	1,053,000
Guns & Ammo	475,000	6,295	1,718,000
Hunting	265,000	3,710	593,000
American Rifleman	1,300,000	11,180	2,224,000
Guns	200,000	2,400	388,000
Shooting Times	115,315	1,165	279,000

SOURCE: Hall

1982

FISHING REVENUE

	CIRCULATION	B&W PAGE	PROJECTED FISING DOLLARS
Outdoor Life	1,500,000	$17,840	$ 731,000
Field & Stream	2,000,000	24,235	1,139,000
Sports Afield	500,000	9,850	512,000
Bass Master	390,112	7,950	2,114,000
Fishing Facts	171,829	2,556	304,000
Fishing World	249,792	2,315	127,000
Salt Water Sportsman	100,503	2,710	411,000

SOURCE: Hall

1982

MAGAZINE	HUNTING &/OR FISHING AD PAGES AS % OF TOTAL
Outdoor Life	12%
Field & Stream	11%
Sports Afield	15%
Guns & Ammo	44%
Hunting	36%
American Rifleman	50%
Guns	37%
Shooting Times	55%
Bass Master	80%
Fishing Facts	44%
Fishing World	32%
Salt Water Sportsman	24%

SOURCE: Hall

OUTDOOR LIFE ANNUALS

	DISPLAY AD PAGES		
	1983	1982	1981
Southern Fishing	12.3	18.1	14.9
Midwest Fishing	12.5	19.5	21.6
Midwest Hunting	-	-	10.4
Deer & Big Game	N.A.	7.7	-

Source: "Hand Count"

HUNTING ANNUALS

DISPLAY AD PAGES

	1982
Outdoor Life	7.7
Field & Stream	5.1
Sports Afield	4.5

Source: "hand Count"

Senator **Murkowski**. Thank you very much for that statement, Mr. Conley.

We will proceed now to our last panel witness, Mr. Ray Cappelli, president, Safari Club International, Edina, Minn.

We welcome you to the committee Mr. Cappelli and we look forward to your testimony.

STATEMENT OF RAY CAPPELLI, PRESIDENT, SAFARI CLUB INTERNATIONAL

Mr. **Cappelli**. I am Ray Cappelli, president of Safari Club International. SCI is a sportsman's group dedicated to the conservation of wildlife, the preservation of sport hunting, and the protection of hunters' rights. SCI has a membership core of 15,000, which coupled with the memberships of 24 State, regional, national, and foreign sportsman organizations who have affiliated with us, SCI represents the views of more than 1 million sportsmen.

Since the formation of SCI nearly 12 years ago, I am proud to inform the members of this subcommittee, that SCI and its 70 chapters have contributed nearly $6.5 million to wildlife conservation, habitat preservation, and outdoor education programs.

Sport hunting plays an immensely important and valuable role in effective wildlife conservation in the United States and abroad. SCI was formed to represent the hunter conservationists throughout the world, and to assist such wildlife conservation efforts by supporting worthwhile management and research projects.

This is the true spirit of the sportsman. It is within the same spirit that S. 49, the Alaska sport hunting bill has been introduced. In redesignating 12 million acres of prime traditional hunting lands in Alaska from National Park status to National Park Preserve status, S. 49 would rectify the injustice inflicted upon the American sportsman by the arbitrary executive withdrawals in 1978, and by the passage of the Alaska Lands Act in 1980.

The concerns of the American sportsman were regulated to a secondary status in the Alaskan battle in 1980 as the historic debate focused heavily upon economic and developmental interests. The American sportsman had a difficult time understanding why so much land traditionally open to hunting in Alaska had been locked up.

Such moves can only be explained as a response to the baseless emotional antihunting rhetoric. It is appropriate at this time to address some of the misconceptions of S. 49 which are presently being trumpeted by some circles opposed to this extraordinary, significant, and essential legislation.

Charges that sport hunting has been banned in the national park system since its inception since 1916 are misguided. In recognition of the existence of prime hunting opportunities and that sport hunting presents no resource threat whatsoever, the National Park Service has since expressely created a National Park Preserve designation.

Moreover, wild-eyed accusations that the redesignation of these 12 million acres will undermine the national park system are utterly ridiculous and completely erroneous. The lands proposed to be redesignated would remain under the management and responsibility of the National Park Service. Redesignation will not reopen these lands to mining, lumber, oil, or natural gas development, as both classifications provide the same high level of environmental protections. In fact, National Parks and National Park Preserves are exactly the same with one and only one distinction. Park preserves offer sport hunting while parks do not.

There have also been claims that a significant percentage of all lands in Alaska are open to sport hunting. What is to be divulged is that the vast majority of these lands simply have no huntable wildlife populations. The lands proposed for redesignation will provide quality hunting opportunities, which in turn would stimulate quality wildlife management in these areas.

As earlier mentioned, sport hunting poses no resource threat to the resident wildlife population. The Alaskan Department of Fish and Game will regulate the sport hunting on these lands in strict accordance with the accepted scientific wildlife conservation practices of which sport hunting is an integral component.

In addition, sport hunting would not conflict with the nonhunting summer visitors to Alaska, because the hunting would occur in the more remote and rugged regions of the State in a different time of the year.

It is not even the case that hunting that is not presently allowed on these lands. Widespread subsistence hunting by Alaskan Natives is occurring within these national parks today.

S. 40 would restore the rights of the hunters, guides, and outfitters who have been legally hunting these lands prior to the abrupt closings in 1980. These proposed area redesignations are those which have been traditionally hunted by the American sportsman.

Sport hunting will not abuse these lands, nor will it endanger the resident wildlife resources. Reimposition of sport hunting will serve to insure a traditional healthy balance between wildlife populations and our habitat.

S. 49 is the appropriate vehicle by which Congress may extend long overdue recognition to the sport hunting as the valuable tool so vital to sound wildlife management. S. 49 is the proper measure in which Congress may register its appreciation to the American sportsman for unceasingly being the single major contributor to wildlife conservation and to restoration programs in the country.

S. 49 is the most important piece of legislation that this Congress will consider affecting the American sportsman and his right to hunt.

Senator MURKOWSKI. We would appreciate you summarizing your remarks.

Mr. CAPPELLI. To the American sportsman, the bottom line to SCI is very plain and very simple. S. 49 is a hunting rights bill which deserves the approval of this subcommittee, and the passage of the U.S. Congress. The Safari Club International is very pleased to extend our strongest endorsement to S. 49.

Mr. Chairman, SCI sincerely appreciates having been accorded the privilege to present our position with respect to S. 49. I will be happy to answer any questions which you or the other members have. Thank you.

[The prepared statement of Mr. Cappelli follows:]

Safari Club International

DONALD E. SANTARELLI
LEGAL COUNSEL
2033 M. STREET N.W.
SUITE 700
WASHINGTON, D.C. 20036
202 466-6800

.STATEMENT SUBMITTED BY
THE SAFARI CLUB INTERNATIONAL
FOR THE HEARING ON
S.49 - THE ALASKA NATIONAL SPORT HUNTING BILL
BEFORE THE
SENATE SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER
APRIL 15, 1983

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I am Ray Cappelli, President of the Safari Club International ("SCI"). SCI is a sportsman's group dedicated to the conservation of wildlife, the preservation of sport hunting, and the protection of hunters' rights. SCI has a membership core of 15,000, which when coupled with the memberships of the 24 state, regional, national and foreign sportsman organizations who have affiliated with us, SCI represents the views of more than one million sportsmen.

Since the formation of SCI merely twelve years ago in 1971, I am proud to inform the Members of this Subcommittee that SCI and its 70 chapters have contributed nearly $6.5 million to wildlife conservation, habitat preservation, and outdoor education programs. Such contributions include the funding of State anti-poaching hotlines, emergency winter wildlife relief feedings, reintroduction projects of game and non-game species (including the peregrine falcon), as well as the support of wildlife rehabilitation facilities. In addition, SCI has provided research grants for wildlife population status studies and radio telemetry equipment for wildlife survival studies. SCI has also donated four-wheel-drive vehicles and communications equipment to intensify anti-poaching patrols.

As you can see, the sport hunter is the true conservationist. Sport hunting plays an immensely important and valuable role in effective wildlife conservation and management programs in the United States and abroad. We need not remind the Members of this Subcommittee that the sportsmen of this nation have unselfishly provided nearly $5 billion over the years for wildlife conservation and habitat improvement projects by purchasing hunting and fishing licenses, permits, and other fees, as well as making private contributions.

SCI was formed to represent the hunter/conservationist throughout the world and to assist such wildlife conservation efforts by supporting worthwhile management and research projects. This is the true spirit of the sportsman. And it is within this same spirit that S.49 -- The Alaska National Sport Hunting Bill -- has been introduced.

In redesignating 12 million acres of prime traditional hunting lands in Alaska from National Park status to National Park Preserve status, S.49 would rectify the injustices inflicted upon the American sportsman by the arbitrary executive withdrawals in 1978 and by the passage of the Alaska National Interest Lands Conservation Act in 1980. (ANILCA). The concerns of the American sportsman were relegated to a secondary status during the Alaska Lands battle in 1980 as the historic debate focused heavily upon economic and development interests. Although some overtures were eventually extended to the American sportsman, sport hunting was largely overlooked during the combative interplay of large economic and environmental interests regarding the development or preservation of those lands in Alaska.

The American sportsman has had a difficult time understanding why so much land traditionally open to hunting in Alaska has been locked up. Such moves can only be explained as a response to baseless emotional anti-hunting rhetoric. It is appropriate at this time to address some of the misconceptions of S.49 which are presently being trumpeted by some circles opposed to this extraordinarly significant and essential legislation.

Charges that sport hunting has been banned in the National Park System since its inception in 1916 are misguided. In recognition of the existence of prime hunting opportunities and that sport hunting presents no resource threat whatsoever, the National Park Service has since expressly created a National Park Preserve designation.

Moreover, wild-eyed accusations that the redesignation of these 12 million acres will undermine the National Park System by stripping it of some of the most majestic and pristine lands in Alaska are utterly ridiculous and completely erroneous. The lands proposed in S.49 to be redesignated as National Park Preserves would remain under the management and responsibility of the National Park Service. Redesignation as National Park Preserves will not open these lands to mining, lumber, oil or natural gas development, as both classifications provide the same high level of environmental protections. In fact, National Parks and National Park Preserves are exactly the same with one, and only one, distinction -- park preserves allow sport hunting, while parks do not.

There have also been claims that a significant percentage of all lands in Alaska is open to sport hunting. While on the surface this may be true, what is not divulged is that the vast majority of these lands simply have no appreciable "huntable" wildlife populations. The lands proposed in S.49 for redesignation as National Park Preserves would provide quality hunting opportunities, which, in turn, would stimulate quality wildlife management in those areas.

As mentioned earlier, sport hunting on the lands proposed for redesignation poses no resource threat to the resident wildlife populations. The Alaska Department of Fish and Game will regulate the sport hunting on these lands in strict accordance with accepted scientific wildlife management and conservation practices. This would be consistent with the State of Alaska's unsurpassed tradition and history in wildlife management, of which sport hunting is an integral component. In addition, sport hunting would not conflict with the non-hunting summer visitors to Alaska because the hunting would occur in the more remote and rugged regions of the State and at a different time of the year.

It is not even the case that hunting is not presently allowed on these lands -- widespread subsistence hunting by Alaska natives is occurring within these National Parks today.

Thousands upon thousands of Alaskan residents hunt and fish, and there are thousands of out-of-state hunters and fishermen who buy such licenses in Alaska every year. This represents an important source of funds for proper wildlife management and conservation in our 49th state. In addition, S.49 would restore the rights of the hunters, guides, and outfitters who had been legally hunting these lands prior to the abrupt closings in 1980.

The areas proposed for redesignation in S.49 are those which have been traditionally hunted by the American sportsman. Sport hunting will not abuse these lands nor will it endanger the resident wildlife resources. The reimposition of sport hunting in these areas will serve to ensure a traditional healthy balance between wildlife populations and their habitat.

S.49 is the appropriate vehicle by which this Congress may extend proper and long overdue recognition to sport hunting as the enormously valuable recreational tool so vital to sound wildlife management.

S.49 is the proper measure by which this Congress may register its appreciation of the American sportsman for unceasingly being the single major contributor to wildlife conservation and restoration programs in this country.

S.49 is the most important piece of legislation which this Congress will consider, affecting the American sportsman and his Rights to Hunt.

There is simply no sound biological, ecological, or economic reason to continue the unjustifiable sport hunting prohibitions on these lands. To the American sportsman, the bottom line to S.49 is very plain and very simple -- S.49 is a hunting rights bill which deserves the approval of this Subcommittee and passage by the United States Congress.

In closing, the Safari Club International is very pleased to extend our strongest endorsement to S.49.

Mr. Chairman, I wish to note that SCI sincerely appreciates having been accorded the privilege today to present our position with respect to S.49. I would be pleased to answer any questions which you or the other Members of this Subcommittee may have.

Thank you.

Safari Club International
(A NEVADA CORPORATION)

DONALD E. SANTARELLI
LEGAL COUNSEL
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DICK URSEM
MARION VAN SLOOTEN
TOM WASHINGTON
International Directors
CARLO CALDESI
WAN KIM
DON LINDSAY
RICARDO MEDEM

RESOLUTION

WHEREAS, the Safari Club International is a worldwide organization of sportsmen dedicated and committed to the conservation of wildlife, the preservation of hunting, and the protection of the hunter; and

WHEREAS, sport hunting is recognized as a valuable recreational tool and is vital to sound wildlife management; and, while establishing 43 million acres of new National Park lands in the State of Alaska, the Alaska National Interest Lands Conservation Act of 1980 also closed 24 million acres of such lands traditionally open to sport hunting; and

WHEREAS, the only difference between a National Park and a National Park Preserve is that sport hunting is permitted in a Park Preserve; and

WHEREAS, Senators Ted Stevens and Frank Murkowski, and Representative Don Young, have introduced legislation, S.49 and H.R. 1493 respectively, to amend the Alaska National Interest Lands Conservation Act of 1980 by redesignating certain National Park lands in the State of Alaska more properly as National Park Preserves, thereby reopening such lands to sport hunting; and

WHEREAS, S.49 and H.R. 1493 will allow the management of the resident wildlife in the State of Alaska to be consistent with the State of Alaska's unsurpassed tradition and history in wildlife management, of which sport hunting is an integral part; now, therefore,

BE IT RESOLVED, that the Safari Club International hereby commends Messrs. Stevens, Murkowski, and Young for their introduction of S.49 and H.R. 1493 and for their unwavering support of the American sport hunter; and

BE IT FURTHER RESOLVED, that the Safari Club International hereby strongly endorses S.49 and H.R. 1493, and urges all sportsmen throughout the nation to contact their United States Senators and Representatives to register their active support for S.49 and H.R. 1493.

Passed by the Safari Club International Board of Directors in quarterly meeting assembled on the 27th day of January 1983.

Senator MURKOWSKI. Thank you very much. Mr. Cappelli.

Senator McClure.

The CHAIRMAN. Let me thank each of you for your testimony. Clare, in particular, you mentioned the support of the National Wildlife Federation. They are not appearing and testifying here today, but they did in their meeting in Albuquerque adopt a resolution in support of this legislation.

I wonder if a copy of their statement and resolution could be made a part of the record at this point?

Senator MURKOWSKI. Without objection, it is so ordered.

[The prepared statement and resolution of the National Wildlife Federation follows:]

NATIONAL WILDLIFE FEDERATION
1412 Sixteenth Street, N.W., Washington, D.C. 20036 202—797-6800

1983 APR 21 PM 4:22

April 21, 1983

The Honorable Malcolm Wallop, Chairman
Subcommittee on Public Lands and
Reserved Water Rights
Senate Energy and Natural Resources
Committee
3204 Dirksen Senate Office Building
Washington, DC 20510

Dear Chairman Wallop:

I have enclosed the National Wildlife Federation's testimony on S. 49, A Bill to Redesignate Public Lands in Alaska to Allow Hunting.

The Federation requests that these comments be included in the permanent hearing record on this issue. We appreciate the opportunity to make our views known to the Subcommittee.

Sincerely,

Jay D. Hair
JAY D. HAIR
Executive Vice President

Enclosure

cc Subcommittee Members

48th ANNUAL MEETING MARCH 15-18, 1984 Omni International Hotel, Atlanta, Georgia
100% reclaimed paper

NATIONAL WILDLIFE FEDERATION
1412 Sixteenth Street, N.W., Washington, D.C. 20036 202—797-6800

April 21, 1983

Statement of the National Wildlife Federation
Submitted to the
Subcommittee on Public Lands
and Reserved Water Rights
of the
Senate Energy and Natural Resources Committee
on S. 49, a Bill to Redesignate Public Lands
in Alaska to Allow Hunting

The National Wildlife Federation is the nation's largest not-for-profit conservation education organization. The Federation is composed of affiliate organizations in 49 states, Puerto Rico, and the Virgin Islands. These affiliates, combined with other members and supporters of the Federation, number an estimated 4.2 million persons. Many in this number are sportsmen who engage in a variety of outdoor activities including sport hunting, trapping, and fishing.

Since its inception, the National Wildlife Federation has been dedicated to the wise use and management of the nation's natural resources. The Federation believes that regulated sport hunting, fishing, and trapping are effective, scientifically-based tools to achieve this goal. (Attached to this testimony is the Federation's full statement on the utilization of fish and wildlife.) The National Wildlife Federation also has a long history of support for the nation's

[illegible] MEETING MARCH [illegible]

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outstanding National Park System. Currently, we are supporting proposed legislation (H.R. 2379) to expand the Park Service's ability to deal with a variety of situations which threaten the basic resources of the parks. That legislation will be considered by this Subcommittee at an appropriate time, and we urge your support.

The Federation's position on these and other issues is determined by conservation policies established by delegates from our affiliated organizations at NWF annual meetings. In March of this year, the delegates met in Albuquerque, New Mexico. The attached resolution entitled, "Amendments to the Alaska Lands Act" was passed at that time. In general, the resolution reaffirms the principles which guided the Federation's policy throughout Congressional consideration of the Alaska National Interest Lands and Conservation Act of 1980 (ANILCA). The Federation finds that the provisions of S. 49 are consistent with these principles, and thus supports passage of S. 49 as introduced. As also outlined in the resolution, the Federation will oppose any modification to S. 49 which would weaken the habitat protection established in ANILCA, or which would be inconsistent with the other principles encompassed by the resolution.

Since the original introduction of Senator Stevens' proposal in the 97th Congress, the Federation has been dismayed by the misleading and polarizing information distributed by some organizations, on both sides of the issue. The issue is not as black and white as these organizations would have you or the general public believe.

Some opponents of the bill insist that S. 49 is nothing more than an outright attack on "the integrity of the National Park System." If it were, the Federation would be first in line to kill it. However, this is not the purpose of S. 49, nor will it be the effect if it passes. Clearly, the proposal does not threaten the resources which the parks were established to protect. As this Subcommittee is aware, Park Preserves are managed exactly as pure National Parks, except that recreational hunting and trapping are permitted. Thus, S. 49 proposes no diminution of the provisions in ANILCA which protect land resources. Neither will the outstanding wildlife encompassed within the boundaries be threatened. Experience has shown that well-regulated sport hunting does not threaten, and in some instances actually enhances, wildlife populations. Rather than threaten the resources which the units were established to conserve, this legislation will simply allow more recreational users to enjoy the resources in these areas.

On the other hand, some proponents of S. 49 would have people believe that the outcome of this vote will affect hunting opportunities nationwide. This too is an overstatement. The legislation deals with the redesignation of 12 million acres, in eight areas in Alaska. It addresses the unique question of sport hunting and trapping in newly-established park units in Alaska. To broaden its implications beyond Alaska is both misleading and counterproductive.

Some proponents of S. 49 also portray this proposal as the single most important piece of legislation for sportsmen facing the 98th Congress. But the sportsmen-conservationist members of NWF know that the major issue facing sport hunting in this country is loss of habitat. Without habitat there is no hunting. So, while the Federation does not want to understate the importance of S. 49, we would be irresponsible to the concerns of sportsmen to accede to the claim that S. 49 heads the list of sportsmen's issues in this Congress.

In fact, the 98th Congress faces a wide variety of issues that will determine the quality and productivity of wildlife habitat on hundreds of millions of acres nationwide. Among these issues are: (1) legislation to implement the Administration's Asset Management Program which threatens to relinquish for short-term economic gains the Federal Government's ownership of our commonly-held land inheritance, encompassing some of the most important wildlife habitat and hunting opportunities in North America; (2) adequate funding for wildlife programs both within the U.S. Fish and Wildlife Service and other agencies with wildlife-related programs; (3) reauthorization of the Wetlands Loan Act which helps speed the acquisition of our rapidly vanishing wetland areas; (4) review of Secretary Watt's Coal Lease Sales Program which threatens the integrity of thousands of areas of valuable wildlife habitat; (5) numerous wilderness designations which, in some instances, provide the most effective means to protect habitat for wilderness-dependent wildlife species; (6) reauthorization of the Clean Water Act, which embodies the single most important Federal tool to protect this nation's invaluable and diminishing wetland resources, the Section 404 permit program; (7) reauthorization of the Clean Air Act, including proposals to enact provisions to control acid precipitation which has already killed hundreds of lakes and reduced recreational opportunities in northeastern states; and (8) deauthorization or funding reductions for habitat-destroying water development projects. We urge the proponents of S. 49 to join the Federation in pursuing these issues which are so vital to the interests of sportsmen and the activities they enjoy.

We also urge both proponents and opponents of this legislation to eliminate the needlessly divisive rhetoric which now surrounds this issue. Wildlife habitat conservation and related outdoor recreation, including sport hunting, will not be well served by the polarization of conservation interests into the pro-park, anti-park or pro-hunting, anti-hunting camps being advanced by groups on either side of this issue.

In conclusion, the Federation urges enactment of S. 49. The proposal is consistent with sound conservation principles. The proposal will not diminish the outstanding resources in these areas. On the contrary, S. 49 will allow more outdoor enthusiasts the opportunity to enjoy them. The Federation will oppose any amendments to S. 49 which would weaken the habitat protection in ANILCA, upon which healthy wildlife populations, and thus sport hunting, depend.

Attachment

NATIONAL WILDLIFE FEDERATION
1412 Sixteenth Street, N.W., Washington, D.C. 20036 202—797-6800

STATEMENT ON UTILIZATION OF WILDLIFE

The National Wildlife Federation (NWF) has over four million members and supporters nationwide. There are affiliated conservation organizations in each of the fifty states, Guam, Puerto Rico, and the Virgin Islands.

NWF believes that wise utilization and sound management of our natural resources includes regulated sport fishing, hunting, and trapping. These are wholesome and traditional recreational activities that utilize available renewable resources by harvesting surplus wild animals. NWF submits that sportsmen should demonstrate the highest level of outdoor ethics, giving full measures of respect to the game, other sportsmen, private landowners, and those who prefer not to hunt, fish, or trap. We vigorously support full protection for any species that natural resource professionals consider threatened or endangered.

Utilization of wildlife poses no threat to the resource when controlled by seasons and bag limits set by professional wildlife managers. Properly regulated hunting and trapping have never threatened or endangered any species of wildlife, and today, game animals are some of our most abundant wildlife. The return of white-tailed deer, wood ducks, pronghorn antelope and wild turkey are but a few of the success stories of wildlife resource management that might not have been written were it not for conservation-minded sportsmen.

Similar successful recovery stories can be cited for our fishery resources. For example, not long ago, the Great Lakes were nearly devoid of game fish. Today, because of improved water quality and modern fisheries management, these lakes provide some of the country's finest salmon and walleye sport fishing. Also, innovative approaches to management have provided fisheries where none existed previously, such as the "two-story" fisheries that were created to fill the temperature strata of deep lakes, providing anglers with year-round opportunities to catch warm water species, such as bass and pickerel, and cold water species, such as trout, from the same lake. Even with fishing pressure doubling every 20 years, thanks to research and management supported by fishermen, America's waters still produce record catches annually.

Since 1939, hunters, fishermen, and trappers have contributed more than $2 billion to state and federal fish and wildlife agencies through license fees and excise taxes. This money has supported research, habitat acquisition, management, and law enforcement programs that have benefited all species of wildlife. Today, there is widespread agreement that wildlife's greatest threat comes, not from legal use of the gun, bow, leghold trap, or fishing rod, but from the degradation and loss of habitat necessary to support healthy and diverse populations of wildlife.

October 1982

100% reclaimed paper

Resolution No. 10

AMENDMENTS TO THE ALASKA LANDS ACT

WHEREAS, the Alaska National Interest Lands Conservation Act (ANILCA) was signed into law in December, 1980;

WHEREAS, this bill designated approximately 107 million acres of Federal land as National Conservation Units;

WHEREAS, 24 million of those acres were designated as National Parks, and were thus closed to sport hunting;

WHEREAS, legislation has been introduced to redesignate some of those 24 million acres as National Preserves to allow sport hunting;

NOW, THEREFORE, BE IT RESOLVED that the National Wildlife Federation in annual meeting assembled March 17-20, 1983, in Albuquerque, New Mexico, hereby reaffirms its support for the principle that the maximum amount of acreage in Alaska, with high-quality hunting opportunities, be open to sport hunting, fishing, and trapping, in conjunction with provisions that ensure strong protection for Alaska's valuable wildlife habitat; and

BE IT FURTHER RESOLVED that the National Wildlife Federation will oppose other amendments that sacrifice provisions in ANILCA which provide for sound resource management and protection for wildlife habitat; and

BE IT FURTHER RESOLVED that the National Wildlife Federation reaffirms its conviction that any legislation dealing with the Alaska National Interest Lands Conservation Act be consistent with the principles outlined in previous National Wildlife Federation resolutions dealing with this subject.

These principles are:

(1) Management by the State of Alaska of fish and resident wildlife;

(2) Placement of areas determined by wildlife managers to have significant harvestable wildlife populations under those designations that mandate continuing sport hunting, fishing, and trapping opportunities;

(3) Guaranteed public access to and use of public rivers, lakes, conservation units, and oceans;

(4) Consideration of the traditional sports of hunting, fishing, and trapping equal to that of other types of outdoor recreation;

(5) Recognition that fish and wildlife and wilderness and outdoor recreational resources constitute values of importance to Alaska and the Nation which are at least equally significant--if not more so--than any other land and water values and should thus be protected;

(6) Mineral extraction and timber harvest where permitted on Federal lands, only under strict environmental controls which protect wildlife habitat, surface values, and water quality; and

(7) Inclusion of complete ecosystems insofar as possible in the selection and designation of the several Federal land systems, when consistent with the above-listed points.

Mr. CONLEY. I might add that I talked to the Pennsylvania Federation just before I came here, and they separately have voted to support the bill as well. That represents 200,000 members in the State of Pennsylvania.

The CHAIRMAN. Thank you, very much.

I should have mentioned earlier to Mr. Cappelli that recognition that should be extended to the Safari Club International for their efforts in conservation and in the preservation of some endangered species.

I remember in particular the desert ibex and the barbary sheep, in which you have been instrumental in preserving those populations. I think that that should be noted for the record, that the hunting groups are in the forefront in some very critical areas of preservation of species, and have taken that action. I appreciate that.

I thank you all for your testimony.

Senator MURKOWSKI. Senator Stevens.

Senator STEVENS. I want to apologize to each one of you that I ran in and out. We are in sessions, and I have been involved in management over there on the floor. I do not have any questions. I really am indebted to each of you for taking your time to come here to support this legislation, and for the manner in which you have presented it, and the issue that it represents.

I can only tell you that I am saddened in some ways that the balance of the community involved does not recognize the opportunity to right this wrong, and instead is still creating an issue, an issue that I think, as each of you has pointed out, is based on a misinterpretation of what happened in 1978 as well as 1980.

I hope that you will continue to support this legislation. The panel that is coming after you indicates that it is not going to be easy. But I do think that with your support that this legislation ought to pass. So I thank each one of you personally.

I know, Ron, that you have put a lot of work on this at home. Dan, and the rest of you, it is a pleasure to be able to have your help. Thank you, very much.

Senator MURKOWSKI. Thank you, Senator Stevens.

I have a question for Dr. Skoog. I believe that it was under your stewardship as commissioner when the memorandum of understanding with the Park Service was last reviewed, or signed, or initiated,

I wonder if you could provide for the record an idea based on your best estimate of the percentage of time, expertise, money, and so forth that your department at that time under your stewardship assessed to the management of the 32-million acres of wildlife resource.

It obviously has no lines or boundaries, because it is moving continuously in and out. We would appreciate any comments that you would care to make.

Dr. SKOOG. If I understand you right, Senator, actually we did not do any management on these 32-million acres of park. In fact, the game generally when they set the regulations for season bag limits in Alaska was worked by a game management until, which may or may not include a park within the unit. The regulations are set for the unit.

Now as long as there are no State regulations governing those populations that exist in the park, there is no State enforcement on those areas. It is strictly a Park Service effort. As you mentioned in your testimony, the Park Service has very limited numbers of personnel in Alaska, and cannot adequately enforce regulations of this kind.

But our management generally on parks and off of parks was combined with the total program of the department.

Senator MURKOWSKI. You generated information off the herds that were in existence in the parks through whatever expertise that the Park Service had, but depended primarily on your own?

Dr. SKOOG. As far as the surveys were concerned, we actually did our surveys on the parks as well.

Senator MURKOWSKI. You did surveys in the parks then when you would do a resource inventory. You would fly into the parks, and you would do your own assessment, and base your management applications, of course, on the areas outside of the parks, but that was an expense and expertise provided by the State?

Dr. SKOOG. That is right. For examples, the Gates of the Arctic, the Park Service had no personnel in that area.

Senator MURKOWSKI. So they did not have the capability of doing a resource inventory, is that correct?

Dr. SKOOG. Yes; at the same time, McKinley Park, which has been in existence for quite awhile, has done their own work. We have worked in cooperation with them.

Senator MURKOWSKI. Thank you, Dr. Skoog.

I have one other question, and I will direct it to Mr. Conley, although it was brought to bear by several of you. That was the general reference that opponents of this are construed to oppose hunting.

I would ask you, Mr. Conley, and any other gentlemen who would care to respond, in your perception, is there any other reason that you can see why someone would oppose this type of legislation?

Mr. CONLEY. There is no other reason that I can think of. This is strictly a hunting issue. In fact, as other gentlemen have said, if there were other ideas attached to it, amendments and that sort of thing, we might have to turn against the bill ourselves.

But as long as it is a hunting issue, it is clear cut. I know that some of the organizations do not want to be identified as antihunting. But I do not see how their actions could be interpreted in any other way on this issue.

Senator MURKOWSKI. You know of no other good reason then?

Mr. CONLEY. Well, we are not taking it out of the park system. We are not taking it out of Federal ownership. We are not doing anything but changing the status of whether you can hunt or not. I cannot think of how it could be more clearly defined.

Senator MURKOWSKI. Dr. Skoog.

Dr. SKOOG. One statement that has been made, of course, is that it is an antipark bill, and it is an assault on the integrity of the national park system. I would choose to point out and reemphasize that ANILCA actually made that change in the national park system by recognizing the differences in Alaska, and creating preserves that allowed for nonsubsistence hunting, and allowed for subsistence out of the parks.

ANILCA, the Federal law, made that change. This Senate bill 49 makes no additional changes to that. It merely just shifts acreages around.

Senator MURKOWSKI. I know that many of your organizations were active during the formation of ANILCA.

Might I assume that you are satisfied that it was not the intent to foreclose the eventual reopening of a portion of the 32 million acres that were closed by ANILCA?

Mr. CONLEY. If a law could be be rewritten, we would still have prohibition.

Senator MURKOWSKI. Thank you, Mr. Conley.

Dr. Skoog.

Dr. SKOOG. On that same point, I would just like to point out that there are many laws on the books, both State laws and Federal laws, all around the country that are bad laws. Many of them stay on the books because of a fear of reopening or attempting to change these laws.

I think that a Federal law should be constantly under attack and be constantly open to change when it is shown necessary to do so.

Senator MURKOWSKI. Are there any other comments, gentlemen?

Dr. SKOOG. I have one statement that I want to make. On the tail end of my written statement there, I indicated that the Izaac Walton League was in favor of this bill. I want to retract that, and emphasize that it is the Izaac Walton League in Alaska. The Izaac Walton League will not have any position until they meet later in July.

Senator MURKOWSKI. Thank you, Dr. Skoog.

I, too, would like to join Chairman McClure and Senator Stevens in thanking you for the significant contribution that you have made in developing this record. I know that it amounts to a dedication of a major portion of your day. We do appreciate the expert testimony that was provided here, and we thank you.

The CHAIRMAN. Mr. Chairman, perhaps you should never confess any personal feelings or personal attachments, but in terms of conflict of interests, as people are interested in public disclosure, perhaps I should confess again, as I have in the past, that the rifle with which I have hunted the most hours and over the most terrain is a 1903 A-3 Springfield that I acquired through the National Rifle Association 35 years ago.

One of my problems with that today is my eyes are getting to the point that I cannot see that sight as well as I used to, and I might have to put a scope on it some day.

Senator MURKOWSKI. Mr. Chairman, I suggest that you might start hunting in Alaska where you will have a better opportunity.

The CHAIRMAN. Where the air is so clear that you can see the game. I am sorry that I brought it up.

Thank you, gentlemen.

Senator MURKOWSKI. Are there any further comments?

[No response.]

Senator MURKOWSKI. Thank you, gentlemen.

We will ask the next panel to proceed. We have Senator McClure, who will be introducing panel No. 3.

The CHAIRMAN. Mr. Chairman, I appreciate the opportunity to introduce to the panel a man who does not need any introduction to the panel. The record has been made clear on a number of occasions in the past that Cecil Andrus and I started in the State legislature 22 years ago. We have had occasion to work with each other and against each other on a number of occasions on issues since that time, and through it all we have remained friends.

It is a pleasure to welcome Cecil back before this committee again, and not emphasize the fact that it is in a different capacity today than it has been many times in the past.

STATEMENT OF HON. CECIL D. ANDRUS, FORMER SECRETARY OF THE INTERIOR AND GOVERNOR OF THE STATE OF IDAHO

Governor ANDRUS. Thank you very much, Senator, for that introduction. You are very accurate that we have been on the same side of many issues as sometimes we find ourselves on opposite sides and we have, in fact, remained friends.

But, I would like to point out, I have known you for more than 20 years, Senator McClure. I have seen you fire a lot larger rifle than a 1903 Springfield. Now, that might be a little downhome humor, but he's got a larger arsenal than that and I can attest to it.

The CHAIRMAN. Occasionally, the aim has been right.

Governor ANDRUS. Yes, sir.

Senator STEVENS. Mr. Chairman, may I make a statement here? I mean no offense to those opposed to my bill, but I:ve just been called to the floor. I do want to hear Secretary Andrus' statement and I want to be able to at least acknowledge the presence of my dear and close friend who manages the Wilderness Society, which does permit hunting on wilderness lands. I am happy to see you here.

I'm sorry I really can't stay to hear all the statements, gentlemen, but I do want to listen to the Secretary here and I just have to turn over management of the floor.

So, I won't be able to ask you those penetrating questions about the statements you all made the other day.

Governor ANDRUS. Senator, I would hope that you would stay and do that very thing.

Mr. Chairman, for the sake of brevity, if I may request that my statement be submitted in its entirety for the record, I will be very brief in my summation of it.

Senator MURKOWSKI. Without objection.

Governor ANDRUS. My name is Cecil D. Andrus, former Governor of the State of Idaho in which State we have more wilderness areas and wild and scenic rivers than any other State other than Alaska.

We have substantial acreages of national parks and monuments and we have a very healthy hunting population. I also am an ex-Secretary of the Department of the Interior and I am a current and lifelong big game hunter. I have harvested most of the big game animals and continue to do so in North America.

So, anybody that says that we are just antihunting and want to oppose that, is in error in that regard. I think the history is very clear.

I was involved with some of the people that are here today, throughout the long years of working on the Alaska lands bill. I won't go into that other than to say to you that it was high priority and of interest to me as a public official and as a private citizen, it still remains to be a high interest level for me.

I think I should also point out that I did, in fact, have involvement and authority in the compromise that was hammered out over, yes, over a decade, but intensely through 1978, 1979, and 1980. I sat in most of the councils and all of the sessions where we hammered this out.

There were many compromises that were, in fact, reached. The first group that came to my office from inside the Department of the Interior and made recommendations for national park inclusion, then assistant Secretary Bob Hertz and his staff brought in recommendations that exceeded 65 million acres of new national parkland or those lands that would qualify.

I said that is far too much. We all know that on national parklands, hunting is prohibited. They went back and came back again with somewhere between 50 and 55 million acres of the real crown jewels, the pristine areas that would, in fact, qualify for park service and, again, we said that's too much and that is when we utilized the park preserve concept, that put 19 million acres in the park preserve and 32 million in acreage into the national park.

So, we did, in fact, make many, many compromises and I would just point out that you were right, Senator, in your initial statement that, quoting my statement, "That if we err, err on the side of taking out too much, it can always be put in." That was an accurate statement; it is still appropriate today, in my opinion, when those 5-year studies have been completed, that you mandated in your wisdom of this Senator, that Senator, and Senator Jackson and Senator Hatfield, when their insistence was that we should commence a 5-year study period, both in the National Park Service and the Fish and Wildlife Service to determine the resource base.

I submit to you that we haven't had time. It's been 2 years and I have heard a lot of comment here this morning that the Park Service doesn't have the personnel. There is a reason they don't have the personnel. The park bill was passed in December 1980. That was the first time they had actually the statutory responsibility.

I submitted a budget of $15 million for the Park Service in Alaska at the conclusion of that and in preparation for the next year. That was cut by some of the same people that sat at this table and told you that it was inadequate, to $7 million.

So, it's a fact and don't hang that one on me.

Now, I would say in just conclusion, and it's not in my written statement, and I would request that it be included——

Senator MURKOWSKI. Without objection.

Governor ANDRUS [continuing]. In my written statement, that we appreciate the opportunity to be here. I join, if that's possible, with the U.S. Senators, Senator Jackson and Senator Chafee, who expressed this morning their respect and their affection for Senator Stevens.

We have been friends and throughout this whole thing, we have remained friends, and I hope we'll continue to do so. But, I can't figure out why now. We just passed it 2 years ago. Why now, before we've even had an opportunity to do the studies that you mandated? Do you want to change these boundaries?

Give us time to see what you have. I think I heard the reason this morning, and as an exhibit to that testimony, I think I would quote what our chairman said earlier when they were talking about the Gates of the Arctic and you had the Department here and you asked them, you said:

> Is it not true that those areas would be difficult to get to, that you would have to fly and charter several airplanes. You would have to have an outfitter and guide and it would take, in fact, big bucks to get there. That the average Alaskan couldn't use those areas.

That disturbs me because if that's the reason that this bill is before us, I say it's premature. There are a lot of people in America and in Alaska that enjoy hunting, but they can't afford it. But, there's a lot of people that enjoy national parks and this is not a hunting issue: this is a parks issue.

I would close by saying to you that we made a deal, it was difficult, it was agonizing. I, too, was accused of selling out by members of the conservation organizations when we cut these figures down.

But, it's too early to start adjusting it. At least wait until you get the studies that you mandated.

Thank you, Mr. Chairman.

[The prepared statement of Governor Andrus follows:]

TESTIMONY OF CECIL D. ANDRUS, FORMER SECRETARY OF THE INTERIOR BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER OF THE SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES ON S. 49, THE ALASKA NATIONAL HUNTING BILL

15 APRIL 1983

Mr. Chairman, I have previously testified before Congress about my personal involvement in the enactment of the Alaska National Interest Lands Conservation Act and my deep commitment to this legislation. It bears reiterating today, at a time when - just two and a half years after the Alaska Lands Bill was signed into law - the great achievement, the great compromise of that legislation has come under severe and direct attack.

The resolution of the Alaska lands issue, after decades of intense dispute in Congress and throughout the nation, was the single most important goal and my most cherished achievement as Secretary of Interior. The compromise and the historic legislation that was attained in the final days of 1980 is no less important to me now as a private citizen. And I speak today as a private citizen very much concerned about the Alaska lands legislation, and especially about our national parks.

Also, inasmuch as I was privileged to play a pivotal role in the achievement of the Alaska lands legislation - in the Carter administration and with committees and many individual members of Congress - I hope I can speak with some degree of authority and knowledge on building the compromise that alone made possible the forging and enactment of the legislation. I was there, so to speak, and I have firsthand information and knowledge on how the compromise was cut, without which passage of the bill would have been impossible.

The important thing is, a careful compromise was structured, after considerable give and take by all sides of the question. The bill was passed in an overwhelming bipartisan expression of support, and the Act stands today as the largest piece of conservation legislation, and the greatest, in our lifetimes and indeed in the history of the United States.

The significance of the Alaska Lands Act has never been more eloquently expressed than when President Jimmy Carter signed the bill on December 2, 1980. Said the President:

> Never before have we seized the opportunity to preserve so much of America's natural and cultural heritage on so grand a scale. . .an area larger than the State of California. With this bill, we are acknowledging that Alaska wilderness areas are truly this country's crown jewels.

And the most dazzling of Alaska's many priceless natural jewels are her spectacular national parks - unmatched anywhere else in the world, and designated and protected by Congress not just for the good people of Alaska but for all Americans, for all time.

There were many compromises built into the Alaska Lands Act in a studious and calculated effort to achieve balance between competing interests in the use and management of Alaska's vast and valuable lands. For example, we endeavored, and I believe we succeeded, to balance the need for energy against the need for the preservation of untouched wilderness, and the need for timber and minerals against the need for wildlife protection and subsistence ways of life. Every interest imaginable had a major part in decision-making that created compromise and prevented legislative chaos, including the State of Alaska, the federal government, various segments of industry, professional hunters and fishermen and all sportsmen.

For example, with respect to energy, the compromise effectively ensured that all of the high and potentially favorable oil and gas lands and most of the mineral potential was excluded from conservation units. More to the point of the Alaska national parks hunting bill now before this committee, the most productive hunting lands also were left outside protected areas.

It has been said that good legislation is the art of compromise. This is manifest throughout the Alaska Lands Act but nowhere is it more evident than in Title II of the Act in which Congress designated national parks and preserves.

As you know, the Act created 24 million acres of new national parks in Alaska and added them to approximately 8 million acres of previously existing national parks and monuments for an overall total of some 32 million acres of Alaska national parks, a mere 8 percent of the state's total land base. In recognition of the ideal which motivates Congress in the establishment of all national parks, the legislative intent was clear. Congress felt that these spectacular and unique areas, their natural beauty and their wildlife, should be set aside and protected for all Americans and future generations to enjoy. Therefore, in keeping with the historical tradition that hunting be prohibited in national parks - dating back to the 19th century - no sport hunting is allowed in Alaska's national parks. In recognition of the vastness and wildness of Alaska, and the centuries-old culture of the state's citizens who have traditionally depended upon hunting for food, clothing and other personal needs not otherwise available, the Lands Act allowed "non-wasteful" subsistence hunting on Alaska's public lands, including those park areas where it had traditionally occurred. If subsistence hunting is being abused and taking place in areas not intended by the Lands Act, then the problem lies with state interpretation of subsistence hunting provisions and enforcement, not with the law.

At the same time that Congress determined the perimeters and set aside these lands as national parks in Alaska, approximately 19 million acres, in 10 different areas, were put into national preserves in order that these lands could be kept open for sport hunting.

Just as the national parks were not created mistakenly by Congress, or in a haphazard fashion, neither were the national preserves. As a point of interest, in all the United States outside Alaska there are only two preserves, in Florida and Texas. The Lands Act created 10 in Alaska, essentially for the purpose of accomodating sport hunting. Hunting interests clearly had a hand in drawing park boundaries and preserve boundaries. In some instances, in fact, at hunters' insistence, park boundaries were gerrymandered to exclude prime hunting territories from protected parklands - in Lake Clark and Wrangell-St. Elias, to name two such cases.

In earlier versions of the Act, virtually all of the 51 million acres presently in national parks and national preserves were proposed for park designation. As part of the Alaska compromise, which hunting interests had a big hand in forging, Congress assigned 37 percent - 19 million acres - of the proposed parklands into national preserves. That is a sizable accomodation to sport hunting and clearly indicates that it is absurd to claim that hunting interests were overlooked or given short shrift. The 37 percent of parklands kept open to sport hunting by placing it in preserves is all the more significant when viewed in light of the fact that almost 92 percent of all the land in Alaska, federal, state and private, is open to sport hunting. It is ludicrous to claim that more hunting lands are needed in Alaska, and criminal to think that the integrity of national parks should be destroyed to create more hunting lands.

The important thing for the committee to know is that the Alaska National Hunting Bill is not a hunting issue at all. It is a national park issue. The integrity of the entire National Park System, not just parks in Alaska, is central to the real issue. If Alaska parks are not safe from tampering, how safe are long-established parks in the lower 48 states, how long before Congress will be asked to take parkland from Yellowstone, or the Great Smokies, or Yosemite and turn it into hunting grounds?

The Alaska hunting bill would take 12 million acres from eight national parks in Alaska, less than three years after they were created by Congress. Congress has never de-designated, or downgraded the protection of national parks after creating them. It must not now set such a dangerous precedent.

Further, I would caution Congress against creating such a crack in the Alaska lands compromise. It could cause the whole structure to be weakened, or to fall altogether. This is no time to reopen the Alaska lands debate, and certainly not in the guise of the sport hunting issue. That issue was resolved in 1980. A deal was struck and all sides agreed to the way it was resolved. Congress agreed and the law is a monument to congressional and public compromise, in the overall public interest, at its best.

In passing the Alaska Lands Act, Congress mandated by law that the natural and scenic beauty and wildlife habitat of Alaska's parks be preserved and protected in perpetuity for the American people. Congress must now mandate that the parks it created in 1980 be kept inviolate in keeping with the law.

In closing, in that I am a westerner and a lifelong sporthunter, I feel that I can speak for sporthunters who value the natural national treasures of America. I make it very clear that I certainly am not anti-hunting. But I am deeply pro-national parks and, as one who was so personally involved in the legislation, it pains me to witness this unprecedented and unparalleled assault on the parks of Alaska.

Thank you, Mr. Chairman.

Senator MURKOWSKI. Thank you, Governor.

Senator STEVENS. Mr. Chairman, I think that I would like to ask the Secretary a couple of questions because the statements he's made here and the ones he's made before, with your consent.

Senator MURKOWSKI. Please proceed. We will depart from the tenure and allow the Senator.

Senator STEVENS. In 1978, I did make a deal. We remember that and the bill was blocked at the last minute.

Governor ANDRUS. Yes, sir.

Senator STEVENS. I had agreed to vote for that bill that year.

Governor ANDRUS. That's correct.

Senator STEVENS. Do you recall the statement I made at the White House?

Governor ANDRUS. Yes.

Senator STEVENS. Back when I voted against the bill?

Governor ANDRUS. Yes; I remember that.

Senator STEVENS. Do you think I made a deal on closing this hunting land?

Governor ANDRUS. No, no; you are a very intelligent person. As a senior citizen—senior Senator.

Senator STEVENS. The other day he said he introduced me as Alaska's senior citizen. Bad politics.

Governor ANDRUS. As the senior Senator from the State of Alaska, you are much more intelligent than to say that you ever agreed to anything that was hammered out, that was that difficult and, no——

Senator STEVENS. I did agree in 1978.

Governor ANDRUS. Yes, sir.

Senator STEVENS. You want to look at this bill and look at the 1978 bill, you can see the differences between this and the 1983.

Governor ANDRUS. But, I went to you and a man by the name of Silver or Silvers that worked on your staff, 30 or 40 times over 3 years, accepted material from you. I worked with the State of Alaska for—to supply us information we didn't have.

We used your expertise in that. You did not agree to it, but some of the Senators that were here earlier and others will say, my God, don't put us through that fight again. The sores have not healed. I say to you, don't do it now and if you are intent on doing it, please do it after you have looked at the data base that you mandated that we acquire.

I would suggest that you also recommend to your subcommittee—are you still not handling the budget or appropriations?

Senator STEVENS. That was my next question.

Governor ANDRUS. The money should be made available for the National Park Service to do the job that you are accusing them of not doing.

Senator STEVENS. You didn't request that money after the President withdrew it under the Executive act. You did not request any management money for the monument that were stated at that time. They were created and you were Secretary during that whole period.

There was not one addition. You relied upon the State to manage those lands then, didn't you?

Governor ANDRUS. Well, that's partially correct. The State was managing them, but we did put a lot of money out of the budget to use in Alaska. But, the recommendations, after the parks were actually created, then we did, indeed, have the authority and responsibility to come forward with a budget.

That budget request for the National Park Service, by myself, was $15 million, which was reduced to $7 million.

Senator STEVENS. I understood that. That's the last question. That money, and I cut it, was enforcement money. There was no money that was there. I challenge you to find where we ever cut a dollar for wildlife management.

We did cut money for enforcement. The first thing they wanted was a plane. They wanted additional people, it's my memory, some 70 new people to enforce the laws against the sports areas that were open to subsistence hunters. I did cut it out and the Congress agreed with me, including people that supported the bill and supported you.

They agreed that this inequity could not be but exacerbated by putting Federal enforcement officers into those areas so quickly.

Now, we did not cut any money for more biologists or wildlife managers in that period. I challenge you.

Governor ANDRUS. Mr. Chairman, in response, most of that money was, in fact, for personnel for the National Park Service; yes; you have enforcement.

It is no longer my responsibility. So, therefore, I would just urge you, as a private citizen, please give them the bucks that they need, as you see the resource management.

Senator STEVENS. You said you didn't want to see these boundaries change. What boundaries of the national park system are we seeking to change?

Governor ANDRUS. Well, I guess we get technical to the terms. You're talking about doing away with national parks, because the national parks status prohibits hunting.

If you change that to make it a park preserve to hunt in, it's no longer a national park.

Senator STEVENS. It's the park system that manages it.

Governor ANDRUS. That's correct.

Senator STEVENS. Park personnel are the same. The only difference is hunting. But, you criticize the fact that this is a hunting bill.

The only difference here is hunting. Now, we have not tried to modify the boundaries, we have not tried to put in anything other than one item, hunting.

I think the community that you all represent has made the largest mistake in the history of the conservation movement. We didn't. We did not anticipate this objection and I say to you, respectfully, I think you should reexamine it.

Senator MURKOWSKI. I'm sorry, gentlemen.

The CHAIRMAN. Would the Senator yield for just a moment, because I want to make sure that the record reflects what the Senator said a moment ago?

If I understood the Senator correctly, he was saying that the changes that are being urged in this bill were the kinds of designations that would have been in the bill had it been adopted in the form which the Senator from Alaska then supported.

Senator STEVENS. In 1978.

The CHAIRMAN. In 1978.

Senator STEVENS. There are some differences. It is 6 to 7 million acres here of this land, would have been opened in 1978, that were closed in 1980. Not entirely.

The CHAIRMAN. Thank you.

Senator NELSON. Well, Mr. Chairman, before Senator Stevens leaves, I just wanted to say that we are old, old friends that have spent many, many social evenings together, and that on 95 percent of the major issues, he and I have been in agreement.

Now, on 5 percent, he's been wrong, but that's an awfully good record for anybody.

Senator MURKOWSKI. Mr. Chairman, the next witness, Senator, will proceed. Will you, Senator, Senator Gaylord Nelson, chairman of the Wilderness Society, and I apologize for the two senior Senators. I don't know whether they went off to the senior citizens committee or not, but as the junior Senator, obviously, I don't get mixed up in that particular misstatement.

With that bit of revelry, we'll proceed and I do look forward to your testimony, Senator, and I will withhold my questions until the entire panel has completed its presentation.

We are under a time limit. I would remind you of that. Please proceed.

STATEMENT OF HON. GAYLORD NELSON, CHAIRMAN, THE WILDERNESS SOCIETY

Senator NELSON. Mr. Chairman, I need to be back up to my office for something important as soon as I finish, but I would be glad to respond if there were anything in particular.

Let me say, first, that I would ask you now and consent that my statement be printed in full in the record.

Senator MURKOWSKI. So ordered.

Senator NELSON. On the antihunting question, just let me say I doubt that anyone would testify here today or will testify that has had a hunting rifle longer than I, having received my first rifle 55 years ago last Christmas when I was 12 years old, a single shot .22.

I'm not antihunting. My view on this is that it is a tragedy that this country has not set aside more areas of complete ecosystems within which wildlife will survive in a totally natural condition.

Both in behalf of the national interests and in behalf of the interests of sportsmen themselves, I want to respond just to one argument and that's the antihunting argument that was made by witnesses this morning and has been particularly promoted by Mr. Daniel Galbreath this morning and in the literature put out by the Wildlife Legislative Fund of America.

Apart from the scientific reasons for maintaining wildlife sanctuaries for wildlife management study, a simple straightforward recitation of the facts respecting hunting opportunities in Alaska, conclusively refute Mr. Galbreath's antihunting charge.

Indeed, the evidence supports just the opposite conclusion. Viewing the same set of facts as Mr. Galbreath, I come to the conclusion that the Alaska Lands Act is by far the most impressive piece of pro-hunting legislation adopted by Congress in our 200 year history. By one statutory enactment, Congress set aside 24 million acres for national parks, in addition to 8 billion acres previously closed to hunting.

Leaving open 346—legally open, 346 million acres for hunting, out of a total of 378 million acres in Alaska. These are some of the pertinent facts respecting hunting opportunities in Alaska.

Ninety-two percent of the land is illegally opened to Alaska right—for hunting in Alaska right now. The area since statistics were being tossed around saying how large the area frozen in Alaska was, 32 million acres, let's look at how much is open, compared to the rest of the Nation.

The area open to hunting in Alaska is equal to the total land base, the total land base of 19 Eastern States, including the entire eastern seaboard from Maine to Florida, plus Alabama, Ohio, West Virginia, Pennsylvania, and Vermont. The vastness of the Alaska hunting availability opportunities can also be considered from the standpoint of federally owned lands loaned.

In 37 States, stretching eastward, all 37 States eastward of Montana, Wyoming, Colorado, and New Mexico, but including Texas, there are approximately 33 million acres of Federal lands and national forests and wildlife refuges open to hunting. Six, six times that amount of hunting acres are available in Alaska on Federal lands. The total area open for hunting in Alaska alone is almost equal to the total Federal land opened to hunting in all of the lower 48 States combined.

The total area open in Alaska is 346 million acres. Total Federal lands open in the lower 48 States is 352 million acres;

The argument of the Wildlife Legislative Fund of America that hunting opportunities in Alaska have been drastically reduced by the Alaska Lands Act is quite dramatically refuted by statistics derived from an atlas of game habitat maps prepared by the Alaska Department of Fish and Game.

The percent of game species habitat open for hunting in Alaska, outside of national parks, is as follows: brown and grizzly bear, 93.3 percent of the habitat, of that habitat open for hunting; caribou, 93.2 percent; Dall sheep, 77.5 percent; moose, 95.6 percent; Sitka black-tail deer, 100 percent.

This is derived from the Alaska Wildlife and Habitat, State of Alaska, Department of Fish and Game, January 1973.

It hardly needs to be argued that these statistics leave the antihunting argument stranded without substance or merit to support it. There are very few complete, undisturbed large ecosystems left in America where flora, fauna, and the environment form a complete and functioning totality in nature.

It would seem self-evident that some of these rare natural systems ought to be preserved for cultural, scientific, and philosophic reasons. Indeed, it ought to be enough that these areas are unique and beautiful representations of some portions of the American landscape and its wild creatures.

Thank you, Mr. Chairman.

[The prepared statement of Senator Nelson follows:]

THE WILDERNESS SOCIETY

FOUNDED IN 1935

TESTIMONY OF GAYLORD NELSON, CHAIRMAN, THE WILDERNESS SOCIETY, BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER OF THE SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES ON S. 49, THE ALASKA NATIONAL HUNTING BILL

15 APRIL 1983

The Wilderness Society is concerned both about the principle and the precedent involved in Senate Bill S. 49, The Alaska National Hunting Bill. The Wilderness Society as an organization has been involved in the public dialogue over the issue of proper management and protection of Alaska lands from the time of its founding almost a half century ago. Indeed, one of the founders of The Wilderness Society, Bob Marshall, for whom the magnificent Bob Marshall Wilderness in Montana is named, wrote extensively about this great national heritage of Alaska lands more than 60 years ago, in the 1920's. More recently, Chuck Clusen, of The Wilderness Society, served as Chairman of The Alaska Coalition, an organization of conservation and citizens' groups deeply involved in the process of forging a consensus on what became the Alaska National Interest Lands Conservation Act of 1980.

There is a long history here of spirited debate and controversy over the use and development of these lands. The debate has swirled around arguments over philosophy, politics, economics and ecology; over the designation of parks, national forests, wildlife refuges and wilderness areas; over the preservation of wildlife habitat and ecosystems; over the protection of fisheries, river systems and salmon spawning grounds; over the harvesting of timber, the extraction of hard rock minerals, and drilling for

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gas and oil; over hunting, economic development, native claims and state lands.

All of these complicated issues were taken up by the Congress and extensively considered at committee hearings, mark-up sessions and in floor debates over a period of almost four years, from 1977 through 1980. Finally, the controversial issues were all resolved by compromises and concessions on the part of all groups. It was, by any measure, a remarkable legislative achievement. None of the multiplicity of competing interest groups supported all provisions of the act, but practically everyone recognized the necessity for compromise, and Congress, representing all groups, overwhelmingly approved the Act. It passed the Senate by a vote of 78 to 14, and the House by a vote of 360 to 65.

The Wilderness Society is opposed to Senate Bill S. 49, because we believe it is a serious mistake to further reduce the relatively modest amount of totally protected natural habitat left in the United States. There are about 56 million acres of designated national parks (24 million in the lower 48, and 32 million in Alaska), in which hunting is either totally prohibited or, in some areas, strictly limited to subsistence hunting out of a total land base of some two billion, three hundred million acres. That represents only 2½ percent of our land base protected in its natural state.

We are equally concerned about the dangerous threat to the status of other national parks that would be established by this precedent. Every single argument in behalf of S. 49 applies with equal force and logic to each and every national park, whether it be Yosemite, Yellowstone, or any other. Indeed, the argument used for downgrading 12 million acres of national parks in Alaska to national preserves is far more compelling when applied to parks in the lower 48 states, because that is where the hunters are. Of the tens of millions of hunters in the lower 48, only a tiny handful hunt in Alaska, which issued only 8,270 non-resident hunting licenses in 1982. If, in fact, the purpose of S. 49 really is to accommodate the wishes of American hunters, rather than just a handful of wealthy sportsman who already have access to hunting in 92% of Alaska, then why wasn't the bill designed to apply to all national parks?

Each category of federal land exists in its present status for some practical, political or philosophical reason or, for all three reasons, whether it be a national park, national forest, wildlife refuge, BLM lands, or a designated wilderness.

There are, of course, many proponents of conflicting viewpoints who argue either that too much or too little land has been designated for national parks, wildlife refuges, or wilderness. The division between national parks and preserves was one of the major issues addressed in the Alaska Lands Act. The park/preserve boundaries were debated and modified several times in the legislative process. When H.R. 39 was introduced in 1977, it proposed 51.5 million acres for national park status and 12.6 million for national preserves. When the act passed on December 2, 1980, it designated 24.6 million acres for parks and 19 million for preserves. Park proponents supported the final compromise even though the park acreage had been cut by more than 50% from the original proposal.

The 1916 National Parks Organic Act states the purpose of the National Park System as follows:

> "...to conserve the scenery and natural historic objects and the wildlife therein, and to provide for the enjoyment of the same in such a manner and by such means as will leave them unimpaired for the enjoyment of future generations."

In 1963, the Advisory Board on Wildlife Management issued its report, "Wildlife Management in the National Parks." This board was made up of a panel of distinguished wildlife experts. Their report stated, in part:

> "The goal of managing the national parks and monuments should be to preserve, or where necessary to create, the ecologic scene as viewed by the first European visitors. As part of this scene, native species of wild animals should be present in maximum variety and reasonable abundance."

Their conclusion was that,

> "Recreational hunting is an inappropriate and non-conforming use of the national parks and monuments."

In its report to the President and Congress in 1970, the Public Land Law Review Commission stated that it had carefully considered the question of public hunting in parks and concluded against it, stating:

> "We rejected this proposition on the grounds that public hunting in parks is inconsistent with park purposes and objectives."

The report went on to say that if a reduction in wildlife is necessary,

> "...it can and should be accomplished by Federal personnel in accordance with a program to achieve desired results in a particular park."

There are sound biological reasons for providing some areas of protection and habitat for wildlife in conditions as natural as possible so that they can be studied by wildlife scientists and managers as a "control" against which professional management policies and techniques outside of parks may be measured and tested. Such areas provide the only practical laboratory available for the kind of studies and information necessary to improve game management practices and maintain healthy wildlife populations outside of these areas.

Wildlife scientists are properly concerned about the preservation of the biogenetic characteristics of wild animals. This is important for scientific study, research, and for potential restocking. These characteristics are altered through the hunting process by selective culling of those animals that may be sought by hunters for their special characteristics such as size, for example.

All of society has an interest in sound game management practices based upon the best possible research programs. Sport hunters, of course, have a very special interest since good management is essential to the maintenance of wildlife populations, and good management depends, in significant ways, on the kind of research best done by studies of undisturbed wildlife in natural settings in our parks.

All of this adds up, I might suggest, to a powerful pro-hunting argument, not anti-hunting as The Wildlife Legislative Fund of America claims in its literature supporting S. 49.

The Wildlife Legislative Fund, a relatively new organization headquartered in Ohio, is carrying on a vigorous campaign in behalf of S. 49, charging that opponents of the legislation are anti-hunting pure and simple, and that, they claim, explains all opposition to reclassifying 12 million acres of Alaska Park lands. The argument is patently false. The national park system has enormous popular support among people from all walks of life, including sport hunters.

Mr. Daniel Galbreath, Chairman of the Board of The Wildlife Fund of America, makes the following assertion in their literature:

> "Closing some of the best hunting and trapping land in the world for no rational purpose stands a permanent monument to the success of the anti-hunting movement."

Mr. Galbreath's statement demonstrates, more than anything else, that he does not understand the historical and philosophical justification for national parks; that he does not understand the political process by which the Alaska Lands Act was designed and adopted; and, most importantly, from his own point of view as a hunter, he does not understand that the scientific study of undisturbed wildlife in its natural setting is vital to maintaining and improving wildlife populations outside these sanctuaries for the sport of hunting, which obviously is central to his interest.

Apart from the scientific reason for maintaining wildlife sanctuaries for wildlife management studies, a simple, straightforward recitation of the facts respecting hunting opportunities in Alaska conclusively refutes Mr. Galbreath's anti-hunting charge. Indeed, the evidence supports just the opposite conclusion. Viewing the same set of facts as Mr. Galbreath, I come to the conclusion that the Alaska Lands Act is by far the most impressive piece of pro-hunting legislation adopted by Congress in our 200 year history. By one statutory enactment, Congress set aside 24 million acres for national parks, in addition to 8 million acres previously closed to hunting, leaving open 346 million acres for hunting out of a total of 378 million in Alaska. These are some of the pertinent facts respecting hunting opportunities in Alaska:

*92 % of Alaska is open to hunting.

*The area open to hunting in Alaska is equal to the total land base of 19 eastern states including the entire Eastern seaboard from Maine to Florida, plus Alabama, Ohio, West Virginia, Pennsylvania, and Vermont.

*The vastness of Alaska hunting also can be considered from the standpoint of federally-owned lands alone. In 37 states stretching eastward from Montana, Wyoming, Colorado, and New Mexico, including Texas, there are approximately 33 million acres of federal lands in national forests and wildlife refuges open to hunting. Six times that amount of hunting acres are available on Alaska's federal lands alone.

*The total area open to hunting in Alaska alone is almost equal to the total federal lands open to hunting in all of the lower 48 states combined. Total area open to hunting in Alaska is 346 million acres. Total federal lands open to hunting in the lower 48 states is 352 million acres.

*An area twice the size of Texas or 5½ times the size of Wyoming is open for hunting in Alaska.

*The argument of The Wildlife Legislative Fund of America that hunting opportunities in Alaska have been drastically reduced by the Alaska Lands Act is quite dramatically refuted by statistics derived from an atlas of game habitat maps prepared by The Alaska Department of Fish and Game. The percent of game species habitat open for hunting in Alaska outside of national parks is as follows:

Game Species	Habitat Open to Hunting
Brown-Grizzly Bear	93.3%
Caribou	93.2%
Dall Sheep	77.5%
Moose	95.6%
Sitka Black-tail Deer	100%

Source: Derived from Alaska Wildlife and Habitat, State of Alaska, Department of Fish and Game - January, 1973.

It hardly needs to be argued that these statistics leave the anti-hunting argument stranded without substance or merit to support it.

There are very few complete, undisturbed, large ecosystems left in America where flora, fauna, and the environment form a complete and functioning totality in nature. It would seem self-evident that some of these rare natural systems ought to be preserved for cultural, scientific and philosophic reasons. Indeed, it ought to be enough that these areas are unique and beautiful representatives of some portions of the American landscape and its wild creatures.

Senator MURKOWSKI. Thank you, Senator Nelson. We will proceed with our witness, Mr. Paul C. Pritchard, president of the National Parks Conservation Association. I believe, Senator Nelson, you wish to be excused at this time?

Senator NELSON. Yes, I do. Thank you very much.

STATEMENT OF PAUL C. PRITCHARD, PRESIDENT, NATIONAL PARKS & CONSERVATION ASSOCIATION

Mr. PRITCHARD. Thank you, Mr. Chairman. It's a privilege for me to be here and I appreciate the opportunity to testify before this committee.

I think it's important for me also to express the appreciation of our board and the members, our 50,000 members.

Our association was founded 54 years ago with the establishment of the national parks system itself. We believe we represent in numbers, I realize numbers can be important this morning, and, so, I would just mention that——

Senator MURKOWSKI. It's now afternoon.

Mr. PRITCHARD. Thank you, sir.

I think this afternoon we would like to make sure that the numbers, combined numbers of the park visitors themselves, sir, are 350 million visitors annually, and I believe that's an important statistic to make note of.

I would also like to——

Senator MURKOWSKI. How many of those are in Alaska?

Mr. PRITCHARD. Sir?

Senator MURKOWSKI. How many of those are in Alaska?

Mr. PRITCHARD. No, sir, I'm talking about the National Parks System, which I believe is a reference you and other members have made to the bill itself, and the total national park system.

Moving on with my testimony, I would like to also note that it has not been the policy of our association and it is now not my policy and will not be my policy, never has and never will be, that we be antihunting.

This argument is, and this bill is, clearly an anti-park bill and that's the only way it can be expressed and presented.

S. 49 is also an unparalleled attack on the National Parks System, combining all of the previous attacks on the system, including Etchetchi and Echo Canyon and others would not make up the total acreage that we're talking about in terms of a declassification of the national parks system itself.

Let me be also specific and say to those who say that this bill is not slated as a double barreled shotgun at the National Parks and Lower 48, I have before me a copy of the Safari Club International bill, which was sought leadership last year, a bill which is entitled "The National Hunting and Fishing Act of 1981," which specifically states under title 3, I assume it was their position, that hunting in the parks would be permitted and this could be made available for the record, if you would so like that.

Senator MURKOWSKI. If you would like to submit it for the record.

Mr. PRITCHARD. I will be happy to, sir.

Senator MURKOWSKI. It will be so noted.[1] Please proceed.

Mr. PRITCHARD. I would like to also mention that our position and the concern that we express is one not only of the United States, but also expressing the concern of world park leaders around the world.

Today, we are faced with great challenges, as 120 nations around the world have established their park systems, based upon our own. It is critical to them, as they say, that we maintain the integrity of our system and, so, Mr. Chairman, I would submit to you that the decisions of this subcommittee and the committee itself and the Senate and the Congress will have a precedent value that will be unparalleled and it will, in fact, affect the parks systems around the world.

Because these people are looking for leadership, I think it is important that S. 49 never mention the word "national park" in it. I think that's a clear indication of some of the attitudes toward how insignificant this very significant legislation truly is.

Let me focus the rest of my comments, sir, on the specific philosophy on which the national park system was founded.

I would like to ask that you look at the last page of my testimony, if you have that, in which the Congressional Globe of 1872 specifically refers to the hearing held between—in the Senate, your predecessors, sir, in which there was discussion about this very issue of hunting and subsistence hunting in the national parks.

I would like to refer to Mr. Tipton's comments, the Senator was speaking about the national parks. "This, to us, is the beginning of the philosophy of hunting and whether hunting should occur in the national parks."

Mr. Tipton said:

> I think it is to become a public park, a place of great national resort, taking of fish without any restriction and the shooting of game at all, the game will soon be heavily destroyed. I think therefore, should be a prohibition against the destruction for any purpose, for if the door is once opened, I fear there will be ultimately an entire destruction of all the game in the park.

This was further supported, this philosophy was further documented, in 1932, by George Wright, who, again, was one of the great park philosophers and the author of "Flora and Fauna in the National Parks."

In that document, which was written for the National Parks Service itself, he stated: "Wildlife of America exists in the conscience of the people associated with their natural heritage."

I think that's a critical comment to us today as we face this issue about the wildlife in these very few acres that exist in this area in Alaska.

Clearly, we also believe that this action would have an unparalleled impact on the behavior of the wildlife, reducing those wildlife that tend to habitat along the road and also that would be more accessible to the viewers who drive or visit or hike to the parks themselves.

A third point about the philosophy was stated in 1962, First World Park Conference, in which nations of the world stated that sanctuary is, in fact, a keystone, the basic concept of the national park unit itself. I think that's an important point which I would, again, remind you, I would hope, would be remembered as we face the issue, this very important precedent setting action, which will affect the future of the national parks.

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[1] The Safari Club International's resolution appears following Mr. Cappelli's statement previously submitted for the record.

Finally, I think that it's important to reference the 1978 Management Policies Manual of the National Park Service in which, here again, the National Park Service specifically refers to the importance of sancturary.

I appreciate this opportunity to testify here today. We hope that action will be taken to protect and perpetuate the very important philosophy of the National Park Systems.

Thank you, sir.

[The prepared statement of Mr. Pritchard follows:]

NPCA

STATEMENT OF PAUL C. PRITCHARD
PRESIDENT
NATIONAL PARKS & CONSERVATION ASSOCIATION

BEFORE THE
SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER
U.S. SENATE

ON S.49

April 15, 1983

Mr. Chairman and other distinguished Members of the Subcommittee, I am Paul C. Pritchard, President of the National Parks & Conservation Association. For more than sixty years we have worked vigorously in the defense of the national park system and the high ideals with which the United States has pioneered the national park concept for other nations to follow.

Mr. Chairman, for a wide variety of reasons, which I will attempt to enumerate, the National Parks & Conservation Association is totally opposed to S.49, a bill to redesignate national parks in Alaska to allow hunting. Although it is obvious to everyone here today that the intent and effect of this bill will be to remove nearly twelve million acres from national park designation, it is instructive perhaps of the misdirection intended by supporters of this legislation, that the words "national park" do not even appear in the text of S.49. Indeed, this bill has very little to do with improving public hunting in Alaska and everything to do with violating the integrity of the national parks in Alaska. The bill sets a dangerous precedent not only for the national parks in the lower forty-eight states but for national parks throughout the world.

I do not exaggerate this point Mr. Chairman. As a delegate to the recently completed Third World Conference on National Parks I was repeatedly approached by professional park administrators from park systems throughout

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the world and urged to vigorously defend the integrity of the national park ideals in the United States because we set the standards by which all other park systems in the world are judged. Oftentimes in developing countries around the world the only defense the park administrator has against inroads of commercial park exploitation is to point ot the U.S. park system to say to those who would despoil the parks, "that action is not allowed in the U.S. national parks."

Closer to home, Mr. Chairman, the precedent setting nature of S.49 is also very real. For example, during the recently concluded 97th Congress, one hunting organization, the Safari Club International, circulated and sought introduction of legislation called the National Hunting and Fishing Act of 1981, which would have directed the opening of all national parks to sport hunting and specifically mandated the removal of what it termed, "harvestable surpluses" in national parks. If S.49 were to pass Congress, it is not at all farfetched to expect to see renewed efforts to open other national parks to sport hunting.

Before expanding on my Association's policies with regard to the protection of native wildlife populations in the national parks, allow me to recite a number of other reasons why we oppose S.49's enactment.

First, it is much too soon to amend the recently enacted Alaska National Interest Lands Conservation Act (ANILCA). ANILCA is barely two years old, and the federal agencies administering it have only just begun to do the necessary research data collection, analysis, planning and management decisionmaking necessary to fully implement the requirements of this complex law.

In fact, the Act itself, in Section 1301, expressly directs the agencies to take five years to develop their data, make their management decisions, and report back to Congress at that time. Any recommended changes in conservation system unit boundaries or other provisions of the law should be considered then. Only one of the new national parks, Lake Clark, has completed its general management plan and even in this unit, collection of baseline data and assessment of wildlife populations in the park is barely in its infancy.

Not nearly enough data exists either in the hands of professional park managers or the advocates of the present legislation to competently base decisions for the redrawing of park boundaries.

By virtue of the terms of Section 1301 of ANILCA, Congress recognized that it may have drawn less than perfect boundary lines, and thus instructed the agencies to study and report back. We believe that the next time Congress makes changes in the boundaries of the conservation system units of Alaska, it should be after additional new information has been gathered, analyzed, and publicly reported. NPCA does not rule out the possibility of supporting appropriate boundary changes in the future when more resource data exists than is currently available.

Second, ANILCA itself represents a complex series of compromises which were struck by Congress to appropriately balance the competing interests of conservation. timber industry, mining industry, hunting, trapping, and other commercial, industrial and residential needs in Alaska.

With regard to the hunting interests in Alaska, even within the park system, a compromise was struck such that the current law includes the designation of nineteen million acres of national preserves in the national park system which are open to sport hunting. We believe that such extensive acreage, especially when viewed in light of the fact that virtually all other lands in Alaska are also open to sport hunting sufficiently serves the valid interests of sportsmen.

If the balance point of ANILCA is moved by amending this law as S.49 intends, we believe it will be difficult to prevent other portions of the law from being amended, since like the sport hunters, no other single interest achieved all of its goals with the passage of ANILCA. Mining, timber, oil and gas, and conservation interests were each forced to take less than they had hoped to achieve in a comprehensive Alaska Lands act. Once the Act is reopened by Congress, many of these often competing interests could once again come forward seeking additional changes in the law. The resultant Pandora's Box of amendments to the Alaska Lands Act could quickly escalate into a controversy at least as large and expensive as the previous four-year battle.

Third, the proposed legislation, S.49, is simply not needed, either to serve the interests of sport hunters or to assure fully effective professional wildlife management. Even without the pending legislation, 91% of the state of Alaska is open to hunting. Every hunted species, and particularly the four major trophy species, grizzly bear, Dall sheep, caribou and moose are in abundant supply outside of national park boundaries. Indeed, record book qualifying individuals of each species are also found outside national park boundaries. In the last year in which the new parks of Alaska were open to hunting, 1978, the kill among the four major trophy species inside the parks represented less than 5% of the statewide kill for each of those species.

Two examples serve to illustrate this point well. In the Brooks range, Dall sheep hunting is allowed in the Eastern Brooks in the Arctic Wildlife Refuge, but not in the Central Brooks, Gates of the Arctic National Park. This past year the State Fish and Game Department of Alaska, which regulates the Dall sheep hunting in the Brooks range, was unable to find hunters to take all of the available Dall sheep permits. Clearly, there are plentiful supplies of Dall sheep available to sport hunters already without opening Gates of the Arctic National Park.

To further illustrate this point, in Wrangell-St. Elias National Park and Preserve, the Alaska State Fish and Game Department and the National Park Service jointly conducted a Dall sheep census in 1982. The results of this count, only recently published, indicate that over 80% of the Dall sheep in this ecosystem already reside within national preserve boundaries and are thus available to sport hunting. There is no justification for opening areas encompassing the remaining 20% of the population to sport hunting as would be the effect of S.49. Indeed, based on the number of hunting licenses sold in the state of Alaska, hunting has increased since the national parks were established.

As an indication of the assurance that wildlife populations of Alaskan parks will receive professional management, the National Park Service and the Alaska Department fo Fish and Game have recently entered into a formal cooperative arrangement pursuant to a "Master Memorandum of Understanding" which places the State Fish and Game Department in direct management control over major wildlife management decisions in the national parks, an unprecendented level of authority for a state agency in national parks. This MOU states in part that, "the National Park Service agrees to recognize the Department as the agency with the primary responsibility to manage fish and resident wildlife within the state of Alaska." With such an agreement already in effect there can be no question that the national parks of Alaska will recieve quality wildlife maanagment authority and direction for the foreseeable future. There is thus, no need to open additional lands to sport hunting.

Having enumerated in very general terms the several reasons why we oppose S.49, I want to come back to a discussion of the philosophical underpinnings beneath the national park idea specifically as they relate to wildlife management in national parks. Over the 111 year history of the national park system the idea of national parks has evolved in some respects and has remained remarkably constant in others. This constancy of policy is well reflected with regard to wildlife matters.

Attached to my testimony is the page from the Congressional Globe of 1872, containing the Senate debate on the authorizing legislation for Yellowstone National Park, the world's first. Even at this early date Senators made the point of distinguishing between sport hunting and subsistence use of fish and game. One of the authors of the bill, a Mr. Anthony, expained this: "What I mean is that this park should not be used for sporting. If people are encamped there and desire to catch fish and kill game for their own sustinence while they remain there, there can be no objection to that, but I do not think it ought to be used as a preserve for sporting."

Although the idea of fully protecting wildlife populations in the national parks was not fully developed upon establishment of Yellowstone, this policy was firmly established twenty-two years later in 1894, when Congress amended the Yellowstone Act to state that, "All hunting, or the killing, wounding, or capturing at any time of any bird or wild animal, except dangerous animals, when it is necessary to prevent them from destroying human life or inflicting an injury, is prohibited within the limits of said park." From this day forward until today, with the single exception of Grand Teton elk hunting, the policy of fully protecting wildlife populations in national parks from sport hunting has been maintained.

This policy took another major leap forward in 1932 with the publication of what is even today perhaps the most definitive work on the wildlife of the national parks, Fauna of the National Parks of the United States, by George M. Wright. Wright and his coauthors explained for both laymen and scientists the valuable role which wildlife in a natural setting plays for our citizenry.

> "The national parks owe much of their unique charm to the unnusual opportunities they afford for observing animals amid the intimacies of wild settings in which even the observers feel themselves a part. It is one of the causes contributing to their constantly increasing popularity. ...the visitor would not linger long after his first comprehensive gaze at awesome scenery if the vista did not include the intimate details of those living things, the plants, the animals that live on them, and the animals that live on those animals."

Wright further clarifies his point of appreciating the importance of wildlife by observing that, "the wildlife of America exists in the consciousness of the people as a vital part of their national heritage. That in its appointed task of preserving characteristic examples of primitive America the National Park Service faces an especially important responsibility for the conservation of wildlife...that the observation of animals in the wild state contributes so much to the enjoyment derived by visitors, that this is becoming a park attraction of steadily increasing rank."

With regard to the size and integrity of areas needed to adequately protect wildlife for its own values and for purposes of visitor observation, Wright is equally explicit:

> "It is utterly impossible to protect animals in an area so small that they are within it only a portion of the year. It is just as fundamental to protect the whole range of the resident fauna of any park as it is to protect the watershed of any stream for its water supply. One would not think of just protecting a narrow

> zone across which the water flows, but would extend the protection to the natural boundaries of the watershed. In a like manner, it is useless to draw up imaginary and arbitrary boundaries for a park and expect to protect the animal life drifting through. This is exactly what has been done in creating the national parks - a little square has been chalked across the drift of the game and the game doesn't stay within the square. In order that our parks may be able to adequately protect and preserve their wildlife as a part of our national heritage, it is essential that they be formed principally of natural boundaries and not arbitrary boundaries. Natural boundaries in this case mean natural barriers limiting the range of the wildlife concerned. While the natural boundaries are not definitive lines, they are sufficiently tangible in character to be capable of practical establishment. It is now, perhaps, too late to establish natural boundaries completely around all parks, but that is no reason why they should not be established where it is still possible...but our national heritage is richer than just scenic features; the realization is coming that perhaps our greatest national heritage is nature itself, with all its complexity and its abundance of life, which, when combined with great scenic beauty as it is in the national parks, becomes of unlimited value. This is what we would attain in the national parks. In order to attain it, their boundaries must be drafted to meet the needs of their wildlife. The entire complexity of wildlife can be protected only within natural barriers. In establishing the boundaries, natural barriers should be followed."

Mr. Chairman, to further alter the boundaries between park and preserve and thus between protected sanctuary and trophy hunting territory will further alter the behavioral patterns of the wildlife and lessen the changes for natural wildlife observation by the vast majority of park visitors.

More recently, the first World Conference on National Parks convened in Seattle in July, 1962, submitted a report entitled, "Management of National Parks and Equivalent Areas," enumerating a number of principles which we believe are still appropriate today. Among them, the Conference concluded that:

> "Few of the world's parks are large enough to be in fact self regulatory ecological units; rather, most are ecological islands subject to direct or indirect modification by activities and conditions in the surrounding areas."

It was with this principle uppermost in mind that the authors of ANILCA drew the boundaries for the national parks in Alaska. The intent was to encompass whole ecological units in the new parks so as to correct the mistakes of the past in drawing park boundaries to provide greater assurance that wildlife populations included therein might be perpetuated in natural conditions. Enactment of S.49 would seriously jeopardize the ecological integrity of the national parks in Alaska.

In March, 1963, a special advisory board on wildlife management of the Secretary of the Interior chaired by A. Starker Leopold submitted a report to the Department which today serves as the basis for wildlife management policy in the national parks. This report stated that:

> "As a primary goal, we would recommend that the biotic associations within each park be maintained, or where necessary recreated, as nearly as possible in the condition that prevailed when the area was first visited by the white man. A national park should represent a vignette of primitive America."

Furthermore, in addressing the issue of sport hunting specifically the report concluded:

> "Purely from the standpoint of how best to achieve the goal of park management, as here defined, unilateral administration directed to a simple objective is obviously superior to divided responsibility in which secondary goals, such as recreational hunting, are introduced. Additionally, uncontrolled public hunting might well operate in opposition to the goal, by removing roadside animals and frightening its survivors, to the end that public viewing of wildlife would be materially impaired."

Even more recently, the Public Land Law Review Commission in its June 1970 report stated that, "By statute, the national parks and monuments are generally closed to public hunting. One of the major purposes of park administration is to protect and preserve wildlife and fish for public enjoyment and appreciation. The Commission considered the possibility that, through joint Federal-State arrangements, carefully supervised public hunting could be permitted in the parks during off-season in order to remove population surpluses that occur at times. We rejected this proposition on the grounds that public hunting in parks is inconsistent with park purposes and objectives. When reduction of wildlife is required, it can and should be accomplished by federal personnel in accordance with a program to receive desired results in a particular park."

The National Park Service itself has developed management policies regarding wildlife populations which clearly distinguish it from those policies applying to other federal land managing and wildlife managing agencies. The National Park Service's Management Policies Manual, 1978, regarding management of animal populations states that, "The Service will perpetuate the native animal life of the parks for their essential role in the natural ecosystems. Such management...will strive to maintain the natural abundance, behavior, diversity, and ecological integrity of native animals in natural portions of parks as part of the park ecosystem. Native animal life in the national park system shall be given protection against harvests, removal, destruction, harrassment, or harm through human action...natural processes shall be relied upon to regulate populations of native species to the greatest extent possible."

Mr. Chairman, one of the fundamental principles upon which the national park system has been based for more than 100 years is challenged by S.49. While the National Parks & Conservation Association fully supports recreational sport hunting, and acknowledges its role in wildlife management, we do not support compromising the integrity of the national park system in an effort to expand trophy hunting opportunities for a relative handful of individuals, expecially when ample opportunity exists for taking the same species in a variety of other locations. The Alaskan national parks, though large in area are relatively small in terms of the wildlife populations which this harsh climate will permit them to support. Further whittling away as the protective boundaries will only hasten the permanent loss of natural populations.

In addition to the philosophical reasons for our opposition to S.49, there are a number of very practical ones: First, the opportunity for park visitors to enjoy the native wildlife species through observation, study and photography is much more available to the average citizen in a natural, unhunted population than if hunting is permitted. Only the hunter benefits when an animal is hunted and shot; whereas an animal not shot can be observed and studied by hundreds, if not thousands of park visitors. The former chief biologist of the National Park Service, Victor H. Cahalane, observed in 1961 that, "The sanctuary principle is a keystone in the basic concept of national parks.

The principle was adopted because a natural animal community cannot be maintained for public benefit, education and enjoyment if hunting is permitted. Where public hunting is a regular feature, animals become so wary that they are rarely seen by nonhunting visitors." While it is obvious that a hunter with appropriate woodsman skills can track and stalk wildlife, the average park visitor cannot, and relies upon the animal's lack of fear of humans in order to provide an opportunity for observation.

Second, national parks where hunting is prohibited are safer and available for visitor use and enjoyment on a year-round basis. In areas where hunting is permitted, during hunting season, the typical park visitor is competing with hunters for an opportunity to view wildlife. Neither the hunter's nor the visitor's experience will be a suitable one with these conflicts present.

National parks where wildlife populations remain unhunted can serve as a reservoir for biogenetic attributes of wild animal populations which remain unaltered by the selective harvest of hunters, which is usually targeted at the healthiest or largest indivuduals or any given population. This unaltered gene pool is thus available for baseline research or perhaps, more importantly to hunters, restocking in areas from which a species has been reduced or eliminated. In fact, in Alaska, where park and preserve boundaries are contiguous, the continued juxtaposition of hunted and nonhunted populations may actually benefit the hunter in the preserve by providing the opportunity for the continued growth and development of record book class animals to mature in a protected park and to then possible move into the preserve where they could be shot.

The natural conditions for fish and wildlife which national park designation provides, offers state fish and wildlife managers and research scientists a "control" areas for the purpose of measuring biological conditions and population dynamics against management activities and decisions made in other areas outside park boundaries where different policies are applied.

In conclusion, Mr. Chairman, we urge this Committee and Congress to reaffirm its decades-long commitment ot the integrity of the national park system. By so doing, Congress will in no way harm the legitimate interests of sport hunters but will be clearly indicating that there is ample room in the spectrum on conservation policies in the United States of America which allow for both wildlife preservation and wildlife utilization.

Thank you for the opportunity of testifying before the Subcommittee today and we would be happy to answer any questions.

SENATE

I think it will be much better to leave all that out. I do not wish to interfere with the bill; I suppose the committee have examined it.

Mr. COLE. There can be no objection to leaving out the words in parenthesis in the fifth and sixth lines, "caused by the defalcation of P. A. McCartney, late disbursing clerk." I have no objection whatever to those words being stricken out.

The VICE PRESIDENT. If there be no objection, these words will be regarded as omitted. The amendment will be engrossed, and the question is on the passage of the bill.

The bill was passed.

YELLOWSTONE PARK.

The VICE PRESIDENT. The bill (S. No. 392) to set apart a certain tract of land lying near the headwaters of the Yellowstone river as a public park, taken up on the motion of the Senator from Kansas, which was reported by the Committee on Public Lands, is now before the Senate as in Committee of the Whole.

The bill was read. The Committee on Public Lands reported the bill with amendments, which were in section one, line nineteen, to strike out the words "after the passage of this act," and in line twenty, after the words "settle upon," to insert the words "or occupy;" so as to make the bill read:

Be it enacted, &c., That the tract of land in the Territories of Montana and Wyoming lying near the headwaters of the Yellowstone river, and described as follows, to wit: commencing at the junction of Gardiner's river with the Yellowstone river, and running east to the meridian passing ten miles to the eastward of the most eastern point of Yellowstone lake; thence south along said meridian to the parallel of latitude passing ten miles south of the most southern point of Yellowstone lake; thence west along said parallel to the meridian passing fifteen miles west of the most western point of Madison lake; thence north along said meridian to the latitude of the junction of the Yellowstone and Gardiner's rivers; thence east to the place of beginning, is hereby reserved and withdrawn from settlement, occupancy, or sale under the laws of the United States, and dedicated and set apart as a public park or pleasuring-ground for the benefit and enjoyment of the people; and all persons who shall locate, or settle upon or occupy the same, or any part thereof, except as hereinafter provided, shall be considered trespassers, and removed therefrom.

SEC. 2. That said public park shall be under the exclusive control of the Secretary of the Interior, whose duty it shall be, as soon as practicable, to make and publish such rules and regulations as he may deem necessary or proper for the care and management of the same. Such regulations shall provide for the preservation from injury or spoliation of all timber, mineral deposits, natural curiosities, or wonders within said park, and their retention in their natural condition. The Secretary may in his discretion grant leases for building purposes, for terms not exceeding ten years, of small parcels of ground, at such places in said park as shall require the erection of buildings for the accommodation of visitors; all of the proceeds of said leases, and all other revenues that may be derived from any source connected with said park, to be expended under his direction in the management of the same, and the construction of roads and bridle-paths therein. He shall provide against the wanton destruction of the fish and game found within said park, and against their capture or destruction for the purposes of merchandise or profit. He shall also cause all persons trespassing upon the same after the passage of this act to be removed therefrom, and generally shall be authorized to take all such measures as shall be necessary or proper to fully carry out the objects and purposes of this act.

The VICE PRESIDENT. These amendments will be regarded as agreed to unless objected to. They are agreed to.

Mr. ANTHONY. I observe that the destruction of game and fish for gain or profit is forbidden. I move to strike out the words "for gain or profit," so that there shall be no destruction of game there for any purpose. We do not want sportsmen going over there with their guns.

Mr. POMEROY. The only object was to prevent the wanton destruction of the fish and game; but we thought parties who encamped there and caught fish for their own use ought not to be restrained from doing so. The bill will allow parties there to shoot game or catch fish for their own subsistence. The provision of the bill is designed to stop the wanton destruction or capture of game or fish for merchandise.

Mr. ANTHONY. I do not know but that that covers it. What I mean is that this park should not be used for sporting. If people are encamped there, and desire to catch fish and kill game for their own sustenance while they remain there, there can be no objection to that; but I do not think it ought to be used as a preserve for sporting.

Mr. POMEROY. I agree with the Senator, but I think the bill as drawn protects the game and fish as well as it can be done.

Mr. ANTHONY. Very well; I am satisfied.

The VICE PRESIDENT. The Senator does not insist on his amendment?

Mr. ANTHONY. No, sir.

Mr. TIPTON. I think if this is to become a public park, a place of great national resort, and we allow the hunting of game or the taking of fish without any restriction at all, the game will soon be utterly destroyed. I think, therefore, there should be a prohibition against their destruction for any purpose, for if the door is once opened I fear there will ultimately be an entire destruction of all the game in that park.

Mr. POMEROY. It will be entirely under the control of the Secretary of the Interior. He is to make the rules that shall govern the destruction and capture of game. I think in that respect the Secretary of the Interior, whoever he may be, will be as vigilant as we would be.

The VICE PRESIDENT. Perhaps the Secretary had better report the sentence referred to by Senators as bearing on this question, and then any Senator who desires to amend can move to do so.

The Chief Clerk read as follows:

He shall provide against the wanton destruction of the fish and game found within said park, and against their capture or destruction for the purposes of merchandise or profit.

Mr. EDMUNDS. I hope this bill will pass. I have taken some pains to make myself acquainted with the history of this most interesting region. It is so far elevated above the sea that it cannot be used for private occupation at all, but it is probably one of the most wonderful regions in that space of territory which the globe exhibits anywhere, and therefore we are doing no harm to the material interests of the people in endeavoring to preserve it. I hope the bill will pass unanimously.

Mr. COLE. I have grave doubts about the propriety of passing this bill. The natural curiosities there cannot be interfered with by anything that man can do. The geysers will remain, no matter where the ownership of the land may be, and I do not know why settlers should be excluded from a tract of land forty miles square, as I understand this to be, in the Rocky mountains or any other place. I cannot see how the natural curiosities can be interfered with if settlers are allowed to approach them. I suppose there is very little timber on this tract of land, certainly no more than is necessary for the use and convenience of persons going upon it. I do not see the reason or propriety of setting apart a large tract of land of that kind in the Territories of the United States for a public park. There is abundance of public park ground in the Rocky mountains that will never be occupied. It is all one great park, and never can be anything else; large portions of it at all events. There are some places, perhaps this is one, where persons can and would go and settle and improve and cultivate the grounds, if there be ground fit for cultivation.

Mr. EDMUNDS. Has my friend forgotten that this ground is north of latitude forty, and is over seven thousand feet above the level of the sea? You cannot cultivate that kind of ground.

Mr. COLE. The Senator is probably mistaken in that. Ground of a greater height than that has been cultivated and occupied.

Mr. EDMUNDS. In that latitude?

Mr. COLE. Yes, sir. But if it cannot be occupied and cultivated, why should we make a public park of it? If it cannot be occupied by man, why protect it from occupation? I see no reason in that. If nature has excluded men from its occupation, why set it apart and exclude persons from it? If there is any sound reason for the passage of the bill, of course I would not oppose it; but really I do not see any myself.

Mr. TRUMBULL. I think our experience with the wonderful natural curiosity, if I may so call it, in the Senator's own State, should admonish us of the propriety of passing such a bill as this. There is the wonderful Yosemite valley, which one or two persons are now claiming by virtue of a preëmption. Here is a region of country away up in the Rocky mountains, where there are the most wonderful geysers on the face of the earth; a country that is not likely ever to be inhabited for the purposes of agriculture; but it is possible that some person may go there and plant himself right across the only path that leads to these wonders, and charge every man that passes along between the gorges of these mountains a fee of a dollar or five dollars. He may place an obstruction there, and toll may be gathered from every person who goes to see these wonders of creation.

Now this tract of land is uninhabited; nobody lives there; it was never trod by civilized man until within a short period. Perhaps a year or two ago was the first time that this country was ever explored by anybody. It is now proposed, while it is in this condition, to reserve it from sale and occupation in this way. I think it is a very proper bill to pass, and now is the time to enact it. We did set apart the region of country on which the mammoth trees grow in California, and the Yosemite valley also we have undertaken to reserve, but there is a dispute about it. Now, before there is any dispute as to this wonderful country, I hope we shall except it from the general disposition of the public lands, and reserve it to the Government. At some future time, if we desire to do so, we can repeal this law if it is in anybody's way; but now I think it a very appropriate bill to pass.

The bill was reported to the Senate as amended; and the amendments were concurred in. The bill was ordered to be engrossed for a third reading, read the third time, and passed.

JULIA A. SMITH.

Mr. TIPTON. I move that the Senate take up Senate bill No. 423, a bill to pay to a widow an amount found due her husband as an officer of the Government, and until it is paid her—and I have the letter of the Comptroller in my hand saying it is due—she cannot pay the funeral expenses of that husband, who died here within the last nine months.

The motion was agreed to; and the bill (S. No. 423) for the relief of Julia A. Smith was considered as in Committee of the Whole. It directs the Secretary of the Treasury to pay $610 70 (the amount found to be due by the First Comptroller of the Treasury, as per report No. 22967) to Mrs. Julia A. Smith, administratrix of the estate of the late Charles B. Smith, formerly receiver of public moneys, acting as disbursing agent at Brownville, Nebraska.

Mr. CONKLING. Does this bill come from a committee?

The VICE PRESIDENT. It does; from the Committee on Public Lands. It states on its face that this is an amount found to be due by a report of the First Comptroller of the Treasury.

Mr. TIPTON. I hold in my hand that report.

Mr. SHERMAN. I hope the reference to the report will be stricken out.

Mr. TIPTON. I have the report, and every Senator can see that the Comptroller has passed upon it. I have no objection, Senator MURKOWSKI. Thank you very much, Mr. Pritchard. We appreciate that testimony.

We would call on Dr. Rupert Cutler, senior vice president of the National Audubon Society, Washington, D.C. We welcome you to the committee, Dr. Cutler, and ask that you proceed.

STATEMENT OF DR. M. RUPERT CUTLER, SENIOR VICE PRESIDENT, NATIONAL AUDUBON SOCIETY

Dr. CUTLER. Thank you very much, Mr. Chairman. I appreciate the opportunity on behalf of the National Audubon Society to express our concerns regarding S. 49.

Present here in the room, also, is Audubon's regional vice president for Alaska, David Kline, of Anchorage, who is well known and highly regarded for his wildlife expertise in Alaska.

The National Audubon Society with its 500,000 members nationwide and 2,300 members in Alaska, has a long history of involvement, both in protection of national park lands and associated wildlife habitat, and in fostering development of judicious wildlife management policies.

My personal credentials include professional degrees in wildlife management and 28 years work in the field of land management, including, as Assistant Secretary of Agriculture, the direction of the RARE II program which ultimately resulted in the proposal of several million acres of wilderness in southeastern Alaska, all of which are open to hunting.

The National Audubon Society opposes this legislation for two principal reasons. First, it breaks the delicately structured compromise reached in the Alaska National Interest Lands Conservation Act just 2 years ago, and second, it threatens the integrity of the national parks systems.

We firmly believe that amendments to ANILCA are, at best, premature. The new law should be given an opportunity to work, and comprehensive conservation plans should be fully developed for the new Alaskan parks as mandated by Congress.

The issue before this committee today is not one of providing significant hunting opportunity for a broad segment of America's hunting public. S. 49 serves the limited interest of a small number of commercial guides and a relatively few trophy hunters.

The detrimental effects of S. 49 on the national interest in park and wildlife protection are, conversely, far reaching. This bill opens 12 million acres of America's 70 million acres of national parks to sport hunting. It undermines the carefully maintained tradition of decades which consciously shelters the Nation's park system from sport hunting. It opens to amendment the Alaska Lands Act, a law reflecting the interests of a wide range of resource users and resulting from carefully considered compromise.

Congress would be ill-advised to cast aside that product of a decade of effort before its on-the-ground inplementation can be fully undertaken and assessed.

We fail to see how this bill can conserve the needs of America's sport hunters. Audubon, as a matter of long-standing policy, neither promotes nor opposes sport hunting.

We accept sport hunting as a legitimate use of wildlife, providing it is legally pursued and conducted under biologically sound regulations. Approximately one-third of Audubon's members, Mr. Chairman, have either hunting licenses or fishing licenses or both.

So, Audubon is not antihunting; Audubon is propark.

It is our view that the interests of sportsmen were given very careful consideration in the design of the Alaska Lands Act. As a result, the legislation that was passed in 1980 was, to a great extent, prohunting. National park boundaries, for example, were carefully drawn to exclude many prime hunting grounds.

Thus, about 19 million acres of national preserves were created specifically to allow for sport hunting.

In a 1980 national survey of fishing, hunting, and wildlife associated recreation, reveals that while 17.4 million Americans hunted, 83.2 million Americans participated in nonconsumptive forms of wildlife associated recreation.

Given such statistics, it is not unreasonable that the Alaska Lands Act set aside 25 million acres of the 147 million in conservation system units as national parks, off limits to sport hunting.

In the interest of increasing numbers of Americans, who firmly believe that wildlife on at least some of our public lands, that is entire ecosystens, with their natural predator-prey relationships intact, should be disturbed as little as possible by the activities of man. As to the possibility of user conflicts, the committee should be aware that many big game hunting seasons open in Alaska early in August, when nonhunting back-country recreational use is at its peak. And, as you know, hunted animals are weary and difficult to observe at close quarters. In contrast with animals in Denali, Catmine, and Glazier Bay Parks, where hunting has not been permitted since the early 1900's.

In Alaska, we have a unique opportunity to demonstrate to the rest of the world that a proper balance can be achieved between human population, resource use, and perpetuation of one of this planet's greatest wildlife legacies. The Nation which is recognized for establishing the world's first national park and wilderness system must now make an even greater contribution in Alaska. This cannot be achieved by passing S. 49 and for the first time in the history of the Congress, downgrading national parks to accommodate commercialized sport hunting.

Mr. Chairman, I would like to submit at this time a statement for the record on behalf of Dr. Allen Stokes, who is the chairman of National Audubon's Board of Directors, Scientific Activities Committee. He is professor emeritus of wildlife management of Utah State University. His field of research has taken him repeatedly to Alaska and he was unable to attend these hearings and ask that I submit——

Senator MURKOWSKI. It will be so noted and submitted into the record.

Dr. CUTLER. Thank you.

Senator MURKOWSKI. Thank you very much. We appreciate your testimony.

[The prepared statements of Dr. Cutler, Dr. Stokes, and Dr. Allen follow:]

STATEMENT OF M. RUPERT CUTLER
SENIOR VICE PRESIDENT, NATIONAL AUDUBON SOCIETY
BEFORE
THE SENATE SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER
OF THE SENATE ENERGY AND NATURAL RESOURCES COMMITTEE
ON
S.49, THE ALASKA NATIONAL HUNTING BILL

APRIL 15, 1983

Mr. Chairman and members of the subcommittee, I appreciate having this opportunity, on behalf of the National Audubon Society, to express our concerns regarding S. 49. This legislation before you today would redesignate 12 million acres of national parks in Alaska as national preserves.

The National Audubon Society, with its half million members nationwide, has a long history of involvement both in protection of national park lands and associated wildlife habitat and in fostering development of judicious wildlife management policies. I, myself, to give you a sense of my perspective on this issue, come from a wildlife management background. My academic degrees are in that field; I have been a member of The Wildlife Society, the professional association of wildlife managers, for 30 years; I am a former education chief of a state wildlife agency. I am also a hunter.

The National Audubon Society opposes this legislation for two principal reasons: (1) it breaks the delicately structured compromise reached in the Alaska National Interest Lands Conservation Act (ANILCA) just two years ago, and (2) it threatens the very integrity of the National Park System. We firmly believe that any amendments to ANILCA are premature at this time.

The new law should be given an opportunity to work, and comprehensive conservation plans should be fully developed for the new Alaskan parks as mandated by Congress. Then at some future date, the act's short comings should be thoroughly reviewed by all interested groups and a package of amendments brought before the Congress in the same spirit of compromise that led to the bill's original passage.

The issue before this committee today is not one of providing significant hunting opportunity for a broad segment of America's -- or even Alaska's -- hunting public. S. 49 serves the very limited special interests of a small number of Alaska's commercial guides and a few wealthy trophy hunters. The detrimental effects of S. 49 on the national interest in park and wildlife protection are, conversely, very broad in scope. This bill opens 12 million of America's 70 million acres of national parks to sport hunting. It undermines a carefully maintained tradition of decades which consciously shelters the nation's park system from sport hunting. It also opens to amendment the Alaska Lands Act -- a law reflecting the interests of a wide range of resource users and resulting from carefully considered compromise. Congress would be ill-advised to cast aside that product of a decade of effort before its on-the-ground implementation can be fully undertaken and assessed.

We view the title "Alaska National Hunting Bill" as a serious misnomer for this legislation and fail to see how it can serve the needs of America's sport hunters. Audubon, as a matter of long-standing policy, neither promotes nor opposes sport hunting. Our position is concise and to the point: We accept sport hunting as a legitimate use of wildlife providing it is legally pursued and conducted under biologically sound regulations. Approximately one-third of National Audubon's members can be considered sportsmen in that they purchase hunting and/or fishing licenses.

I want to explore briefly, for this committee, the question of this legislation's legitimacy as a national hunting issue. Audubon has long prided itself on being a science-guided organization, with a traditional concern for the well-being of entire populations of wild things, rather than for individual animals and the manner of their utilization. This in no way suggests an indifference as to how a harvestable surplus is removed. We have always endorsed and encouraged measures leading to more efficient and humane use of these renewable resources. In our view, however, broader and overriding issues confront the wildlife user, species preservation and habitat protection to assure perpetuation of both consumptive and non-consumptive uses of wildlife.

To assess whether or not consideration of amendments to ANILCA to expand sport hunting opportunity is merited, it is important to evaluate the existing law in that regard. The interests of sportsmen were given very serious consideration in design of the Alaska Lands Act. As a result, the legislation that was passed in 1980 was to a great extent "pro hunting". National park boundaries, for example, were carefully chosen to exclude many prime hunting grounds. Thus, about 19 million acres of national preserves were created specifically to allow for sport hunting. For example, in the Wrangell

Mountains, 81 percent of the Dall sheep population was left outside the park and available to hunters. Not to be overlooked are the 76 million acres of national wildlife refuges and 23 million acres of national forests, practically all of which are open to sport hunting. In addition to providing some of the best big game and waterfowl hunting opportunities in North America, Alaska's national wildlife refuges export, by migration, several million waterfowl to the lower 48 states each fall. As these ducks, geese and swans travel across the continent, they are enjoyed by millions of people including hunters. Clearly, the interests of the hunter were neither ignored nor given short shrift in ANILCA.

Let us turn our attention to the commercial guides whose businesses rely upon sport hunting activity. The services which commercial guides provide to the sport hunting community are not easily affordable for the average hunter. With single hunting trips averaging over $7,000 a piece and running up to $25,000, the clientele becomes rather exclusive. But the impact of ANILCA on the guiding industry is a matter which should not be disregarded. In fact, it was not disregarded in development of the original legislation. Our research shows that, of the some 102 commercial hunting guides who had all or part of their guiding areas included within new national parks, all had additional guiding areas in which to operate. Only a limited number have actually gone out of business. Meanwhile, other business opportunities in Alaska's national parks have increased dramatically. This is evidenced by the fact that the number of permits for visitor-related services such as float trip operators and recreation guides in Alaskan park areas went from 43 in 1979 to over 150 in 1983.

From a national perspective there is yet another measure of the balance which ANILCA achieved. The 1980 National Survey of Fishing, Hunting, and Wildlife-Associated Recreation reveals that while 17.4 million Americans hunted, 83.2 million took an actual role in non-consumptive forms of wildlife-associated recreation. Given such statistics it is not unreasonable that the Alaska Lands Act set aside 25 million acres of the 147 million in conservation system units as national parks, off limits to sport hunting. This was in the interest of increasing numbers of Americans who firmly believe that wildlife on at least some of our public lands should be disturbed as little as possible by the activities of man.

For guidance on the issue of sport hunting and national parks, I would like to direct this committee's attention to the prestigious report entitled, "Wildlife Management in the National Parks," authored by some of the most notable and widely respected wildlife experts in the United States including A. Starker Leopold, Stanley A. Cain, Clarence Cottam, Ira N. Gabrielson and Thomas L. Kimball. Their so-called Leopold Report of 1969 stressed that "as a primary goal, biotic associations within each national park be maintained, or when necessary recreated, as nearly as possible in the condition that prevailed when the area was first visited by the white man. A national park should represent a vignette of primitive America."

The authors went on to stress that above all other policies, the maintenance of naturalness should prevail, and that recreational hunting is an inappropriate and non-conforming use of the national parks and monuments. They pointed out that general public hunting is often non-selective and grossly disturbing to park wildlife. Thus, public hunting might well operate in opposition to the primary park goal of maintaining naturalness, by removing roadside animals and frightening the survivors, to the end that public viewing would be materially impaired.

The Leopold Report went on to state that, "Insofar as possible, animal populations should be regulated by predation and other natural means. In those rare situations where control of animal populations in the national parks might prove necessary, it should be conducted under the complete jurisdiction of qualified park personnel and solely for the purpose of reducing animals to preserve park values. In this manner excess ungulates have been controlled in the national parks of Canada since 1943, and the same principal is being applied in the parks of many African countries."

In Alaska's great national parks we have a chance to preserve for all time major segments of primitive America on a scale unequalled on the continent. This can prove of benefit to sportsmen in many ways. For example, parks can serve as natural laboratories in which to conduct research on natural wildlife population dynamics, use of habitat, and predation-prey relationships. Thus parks can serve as control areas or benchmarks against which to more accurately measure hunting's affects on exploited wildlife populations in other areas. This will in turn better assure that such populations can be managed on a sustained yield basis. Furthermore, should game populations be extirpated in other areas, park wildlife can be used to make reintroductions into the vacant habitats and help restore huntable populations. Alaskan parks can thus serve as reservoirs for wildlife gene pools. This can help assure that we never again lose any species or race of North American wildlife as happened in the case of the passenger pigeon and both the plains and California grizzly bears.

I suggest that sportsmen groups spending valuable time and resources in attempting to open Alaska national parks to hunting should instead consider joining forces with groups like Audubon to address real threats to wildlife and sport hunting opportunities. By far, the most serious threat to Alaska's wildlife is continued loss and degradation of habitat due to human population growth and associated economic development. This is true both in Alaska and in other areas frequented by the state's migratory species. For example, ecologically unsound timber practices are eliminating fish and wildlife habitat on a massive scale in old growth forest communities in southeastern Alaska. Populations of Sitka black-tailed deer, brown bear, bald eagles, blue grouse, and a host of other climax forest species will be drastically reduced should current clearcut logging practices continue. More high-value forest wildlife habitat must be permanently protected and the heavily subsidized logging activity (4.5 billion board foot per decade mandated cut) reduced if this is to be avoided.

Private landowners along continental flyways, stewards for more than 50 percent of America's wildlife habitat, are being forced by current economic pressures to maximize monetary return from their acreages. This results in conversion of wildlife habitats to intensive agriculture. Combined with urban expansion and industrialization, millions of acres of habitat are disappearing annually. Economic incentives such as conservation easements and tax credits could help reverse these trends.

Places where Alaskan wildlife gather at critical periods will need to be given special attention by sportsmen and wildlife conservationists and managers. These areas include caribou calving grounds, bear denning areas, and migratory bird wintering areas.

An uneasy marriage exists between Alaska conservation programs and politics. When the later holds sway, the resource always suffers. Current political imperatives are seriously jeopardizing establishment of highly sophisticated, cooperative wildlife conservation programs for Alaska.

Overhunting and poaching compound the threat to wildlife posed by direct destruction of habitat. In the vicinity of Anchorage, Alaska's largest city, and on the nearby Kenai Penninsula, moose poaching for domestic use is intensifying. This situation will worsen as more people move to the state and the price of meat increases. Excessive sport harvests combined with poaching have drastically depleted numbers of bull moose in certain areas. Recent winter surveys on the Kenai National Wildlife Refuge revealed a ratio of only four to seven bull moose per hundred cows on major portions of the refuge, far below the 25:100 bull:cow ratio that most moose biologists believe minimal for maintenance of viable populations. In other favored "big game" hunting areas, increased sport hunting pressure has caused declines in the percentage of old age "trophy" class animals. Grizzly bear, moose, and Dall sheep are the species most seriously affected.

Proper management of Alaska wildlife requires reliable levels of financial support. Unfortunately, federal and state wildlife agency budgets are not adequate to meet growing human demands on wildlife resources. Alaska currently has only eight federal (U.S. Fish and Wildlife Service) special agents, and 102 state fish and wildlife protection officers. This thin line of law enforcement officials has millions of acres per man to patrol. Perhaps sportsmen should seriously consider joining conservationists in amending federal law to commit a portion of revenues derived from oil and gas development on federal lands in Alaska, e.g., the Arctic National Wildlife Refuge, to funding habitat acquisition and management programs.

Wildlife constituency groups including sportsmen have an obligation to familiarize themselves with wildlife agency budgetary processes, scrutinize budgets to help eliminate wasteful or unnecessary expenditures, and lobby for needed appropriations. Additional sources of funding must be found if a better balance between consumptive and non-consumptive interests in wildlife programs is to be attained.

Continued loss of natural habitat and the demands of increasing numbers of people will place additional stresses on Alaska's wildlife. Some species, will suffer declines and others will survive in modified environments with more frequent contacts with people. Species like grizzly bears, wolves, Dall sheep, and caribou will take on special symbolic value to an increasingly urbanized society longing for lost wilderness values. This in turn will induce greater conflict between those who would threaten these species and those who would protect them. Because of the tragic loss of wildlife -- particularly predators -- over much of the continent, growing numbers of people will insist that all necessary precautions be taken to avoid making similar mistakes in Alaska.

We are still at the frontier of knowledge on Alaska wildlife, particularly non-hunted species. Comprehensive biological data gathering and development of a depoliticized, cooperative management framework are probably the two most important needs in management. To successfully address these needs will require courageous, far-sighted, and innovative leadership, streamlined administrative structures, and a socially sensitive and articulate cadre of committed resource professionals. Furthermore, wildlife agencies will have to recognize and be responsive to diverse wildlife constituencies. This will require rejection of the current primary focus on maximizing sport hunting opportunities for "game" species in favor of wildlife aesthetics, and "quality" of experience whether consumptive or non-consumptive in nature.

As wild places and wild things diminish worldwide, Alaska will attract increasing numbers of visitors. This will result in many positive benefits to the state's economy and present new challenges to resource managers. The Alaska Division of Tourism reports that 690,000 tourists visited Alaska in 1982 and spent an estimated $475 million dollars. Tourism has increased 300 percent over the last decade and is projected to increase at the rate of five to seven percent in the next year. These parks are less remote to the majority of our population today than were Yosemite and Yellowstone when they were set aside; the next decades are likely to see an exponential increase in their use for non-consumptive recretion. In 1982, 18.7 percent of the tourists came to see Mt. McKinley and the wildlife in Denali National Park. This amounted to 321,000 park visits, and resulted in a gross income of $6 million to the park concessionaire and an additional $8 million to local businesses outside the park.

A number of factors give cause for optimism that Alaska may yet develop a wildlife conservation program that could serve as a model to the nation and the world. These factors include the following:

1. Some of the last great wildlife and wildland spectacles remaining on the planet.
2. More habitat protected for wildlife than any other area of comparable size in the world.
3. A knowledgeable citizenry concerned about its wildlife heritage.
4. State revenues that provide opportunity for adequately funding state wildlife programs.
5. Constrained human population growth trends and resource exploitation strategies because of remoteness, high costs of living, and severe climatic conditions.
6. A talent bank of knowledgeable wildlife professionals.
7. Growing public understanding and appreciation of wildlife and aesthetics.

Thus, in Alaska, we have a unique opportunity to demonstrate to the rest of the world that a proper balance between human population, resource use, and perpetuation of one of this planet's greatest wildlife legacies can be achieved. Destructive trends of past decades can and must be reversed. The nation recognized for establishing the world's first national park and wilderness system's must now make an even greater contribution in Alaska. This cannot be achieved by passing S. 49, and for the first time in the history of the Congress downgrading national parks to accommodate commercialized sport hunting.

STATEMENT OF ALLEN W. STOKES
PROFESSOR EMERITUS OF WILDLIFE MANAGEMENT
UTAH STATE UNIVERSITY
COLLEGE OF NATURAL RESOURCES

TO BE SUBMITTED AT HEARINGS
BEFORE THE SENATE SUBCOMMITTEE ON PUBLIC LANDS
AND RESERVED WATER
ON S.49, THE ALASKA NATIONAL HUNTING ACT

April 15, 1983

I would like to submit testimony concerning S.49, the proposed legislation to open portions of the national parks within Alaska to public sport hunting. By way of background I have been a professor of wildlife management for 25 years, a student of Aldo Leopold, and was once an avid hunter, but have given this up, not because I oppose hunting as a legitimate sport, but because I now prefer spending my time outdoors observing wildlife in all seasons.

I concede from the outset that hunting in national parks could be managed so as not to threaten the existence of the game populations; that the harvest would provide some degree of food; and that there would be added income to the Alaskan economy derived from the guide service associated with hunting.

I wish to direct my comments toward what the state and the people of the United States would lose should parks be open to the observe abundant wildlife at close range and tame enough so that the animals will stay within view for long periods of time. These are experiences that people of all ages enjoy; and they return with trophies in form of photographs or memories or writings in their journals every bit as precious to them as the trophy of the sportsman.

I have driven the road through Mt. McKinley National Park and shared in the thrill of other tourists in seeing grizzlies, caribou, and Dall sheep and ptarmigan at very close range, and with luck have heard the howling of wolves. If hunting were allowed in this magnificent park the game would quickly become more wary and withdraw from the vicinity of the highway. A park of this size could not support an annual harvest of grizzlies of more than three animals. Would we want to trade this small benefit to sportsmen against the enjoyment experienced by thousands of outdoors persons along that highway?

The state-owned McNeil River Bear Sanctuary on the Alaskan Peninsula is not impacted by the legislation under consideration by this committee.

However, it is a perfect case example of the type of trade off which S.49 calls for. I have spent five summers at the McNeil River Sanctuary. Here some 80 different bears frequent the famous McNeil Falls to fish for salmon. Nowhere else can people observe brown bears at such close range and see them fish for salmon and learn about their family ties. This population of bears could not support a harvest of more than six bears annually. Again, would we trade the benefits to these few hunters against the unique opportunity of perhaps 40 outdoors persons to experience the thrill of seeing these bears at such close range? These people too spend a lot of money for their form of outdoor recreation.

Over the past 30 years the percent of Americans that hunt has gone down steadily, although absolute numbers have continued to rise slowly. In contrast the numbers of nonhunters who participate in outdoor recreation has kept rising at a dramatic pace. This trend shows little indication of slacking off. Currently, access to Alaska's national parks is limited, but this will undoubtedly change shortly. As word gets around it seems probable that there will be a great rise in use of national parks for recreation and especially for the thrill of observing the kinds of wildlife that only Alaska can provide -- grizzly bear, caribou, Dall sheep, wolverine, wolves, and such rare birds as gyrfalcon, jaegers and serveral species of owls rarely seen in the Lower 48.

We have had a long history of managing our public lands under the multiple use philosophy. This does not mean that such lands will all be open for all purposes. Rather, certain lands will be used primarily for mining, logging, and hunting. Others will have their primary purpose for recreation other than hunting and preservation of certain land in undisturbed conditions. Our national parks can serve these latter functions. The total acreage in Alaska designated as national parks represents only eight percent of all lands in the state. Virtually all of the remainder is open to public hunting. Certainly we can afford to maintain Alaska's national parks for the purpose for which they were intended under the Alaska Lands Act. It would be a tragedy if it were otherwise.

Hon. Malcolm Wallop, Chairman
Subcommittee on Public Lands
and Reserved Water
United States Senate
Washington, D.C. 20501

Re: Statement for the record on hearings, 15 April 1983, on S.49, the Alaska National Hunting Act, by Durward L. Allen, Emeritus Professor of Wildlife Ecology, Purdue University.

Dear Sir:

I am a 50-year professional in the field of wildlife ecology and management. My employment record includes 10 years in state wildlife research and 8 years in research and administration with the federal government. I am in favor of properly regulated hunting as a non-destructive and beneficial kind of outdoor recreation.

The record of your hearings includes many good reasons why the Congress should not rescind the decisions made into law less than three years ago in the Alaska National Interest Lands Conservation Act. It would betray the general public interest to open portions of Alaska National Parks to sport hunting to favor a few commercial interests and a small minority of the hunting public. I wish to propose two additional reasons, growing out of my own experience, for keeping Alaska National Parks intact.

Twenty-five years ago my students and I initiated a study of the wolf and its prey (moose and beavers) in Isle Royale National Park. Isle Royale is the only park south of Canada that supports a viable population of the gray wolf. Its isolation makes it an ideal outdoor research laboratory.

The Isle Royale research, supported by many public and private agencies and organizations, is still in progress. It has answered many questions on predator-prey relationships and on wolf biology in particular. This work is described in my book, Wolves of Minong, published by Houghton Mifflin in 1979. An important conclusion is that we could not have revealed the true relationships of the wolf to its prey if this park had been open to hunting of the moose (many moose would never have got old enough to be killed by the wolves), to the trapping of beaver, and to the killing of wolves that inevitably goes with such hunting. It was only the fact that Isle Royale is a fully protected wilderness that made it possible to discover many of these natural relationships.

Lands protected in the National Wilderness Preservation System are all open to hunting. As long as regulations are enforced by the states concerned, hunting poses no threat to the wildlife populations involved. But it is only in the National Parks Wilderness that research requiring undisturbed wildlife populations can be carried out. The National Park Service has custody of our only wild areas having this basic scientific value. As the use of lands intensifies in the future, there will be increasing dependence on our undisturbed wilderness parks for learning how natural systems work.

As the second point I wish to make, we have many emerging land-use and wildlife issues around our great natural parks. One example, is the plight of the declining grizzly bears in the Yellowstone ecosystem. Too late in most cases, it is evident that a great mistake was made in establishing the parks; they are not good ecological units. Wildlife does not recognize political boundaries.

In Alaska a far better job has been done in setting up the parks. Future generations will take satisfaction from the fact that on our last frontier some ecological thinking went into the drawing of park boundaries.

Obviously, I am discussing parks rather than hunting, for parks are the big issue. Among the American public there are far more people interested in this than in the taking of a few more trophies and the payment of a few more guide fees.

Respectfully yours,

Durward L. Allen

Durward L. Allen

Senator MURKOWSKI. The last witness will be Mr. J. Michael McCloskey, executive director of the Sierra Club, San Francisco.

We welcome you, Mr. McCloskey, another Irishman, to the committee and look forward to your testimony. Please proceed.

STATEMENT OF MICHAEL McCLOSKEY, EXECUTIVE DIRECTOR, SIERRA CLUB, SAN FRANCISCO, CALIF.

Mr. McCLOSKEY. Thank you, Mr. Chairman. I would also like to ask that my full statement be put in the record.

Senator MURKOWSKI. It will be so noted.

Mr. McCLOSKEY. I'd like to associate our remarks with those of the National Audubon Society.

The Sierra Club, too, is not antihunting. We are propark and have a long tradition, since 1892, of championing the integrity of national parks.

We strongly oppose S. 49. S. 49 proposes to reduce the acreage of true national parks in Alaska by more than one-third. It would cut nearly one-half of the acres of the new national parks that Congress established in Alaska barely 2 years ago.

This is a raid on the national parks that is unparalleled in our history. There is no way to talk around the clear impact of this bill. Despite all the rhetoric about how protective national preserve status may be, the simple fact is that this bill would downgrade 12 million acres of true national parks, exposing them to a use that has been prohibited in national parks as a matter of strictest policy since the last century.

That use, sport hunting, is disruptive of the purposes and objectives of true national park status and no amount of rationalization can explain that away.

The impact on the specific parks involved can be devastating to their biological integrity. The 12 million acres this bill would downgrade include about 11 million acres of prime wildlife habitat, roughly two-thirds of the prime habitat within these national parks.

We recognize that some parks, not all, but some of these national parks may be available to rural residents for subsistence hunting.

That will be a disruptive use, departure from the ideal protection for park wildlife for sure.

We agreed to the subsistence provisions of the Alaska Lands Act as a necessary element. The subsistence impact, though, is relatively light because aircraft are not used and, hence, with the exception of the Gates of the Arctic National Park, which has a subsistence village in it, subsistence hunting is confined to the periphery of those parks where it is allowed at all. There are some in which it is not allowed.

On the other hand, sport hunters could penetrate to the core areas of these portions of the parks in question. Typically, the guided hunters establish fairly large elaborate high-impact hunting camps. The fact that there may be some disruption of the national population dynamics of wildlife species due to this relatively light amount of subsistence hunting impact by rural residents in some parks, but again not all of these parks, is hardly a rationale for introducing a much greater, additional disruption by throwing them open to sport hunting.

The precedent that S. 49 would establish threatens every other national park with the same kind of propaganda that may be applied to build pressure to introduce sport hunting. And, that pressure exists in the Lower 48 States, too.

Moreover, the precedents for opening true national parks for all kinds of other inappropriate uses will not be missed by mining companies, timber companies and developers of every sort.

I should add, preserves in the Lower 48 States are open to other exploitive uses, such as oil drilling.

Let me deal just briefly with a question of who is benefiting from this legislation. Most Alaskan hunters hunt pretty close to the existing roadmaps which are far from most of these parks. They are not going to be benefiting. The benefit will be going to out-of-State hunters, resident licensees, guided for big trophy hunts.

Our statistics suggest about 8,200 of these nonresident licensees and these amount to about 0.07 percent of the total population of big game hunters in the United States.

The Congress is not dealing with the interests of a large group; it's dealing with the interests of a very small group.

Mr. Chairman, the Sierra Club did not easily accept the final compromises that established the national park boundaries in Alaska. We would have very much preferred more expansive boundaries.

When the biological studies are in, I think we will all regret not having greater acreage in true national park status in Alaska; as essential wildlife sanctuaries and hunting free wildlife observation and study areas.

But, we acceded to that compromise in good faith. This is not the time to reopen that question.

[The prepared statement of Mr. McCloskey follows:]

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STATEMENT OF MICHAEL McCLOSKEY

Executive Director, SIERRA CLUB

In opposition to S. 49 (H.R. 1493)

"The Alaska National Hunting Act of 1983"

Before the

Subcommittee on Public Lands and Reserved Water

Committee on Energy and Natural Resources

United States Senate

15 April 1983

"When we try to pick out anything by itself, we find it hitched to everything else in the universe." *John Muir*

Mr. Chairman, I am Michael McCloskey, Executive Director of the Sierra Club. The Sierra Club is a 91-year old citizen organization, now comprising more than 344,000 members organized into active chapters in every state and with active local groups in more than 300 localities. The conservation interests of the Sierra Club are very broad, but questions of public land policy -- and particularly national park policy -- are fundamental for us. The Sierra Club was active in the early years of this century in the efforts that led to the designation of many of our great national parks, and in 1916 to the establishment of the National Park Service. The role of our founder, John Muir, in the protection of national parks is widely known, as is the leadership of the Sierra Club in National Park protection efforts in this country and around the world.

I appear today to stress the Sierra Club's opposition to S. 49, the so-called "Alaska National Hunting Act."

We have closely studied this bill and its implications. Our volunteer leaders in Alaska have studied its impacts on the specific national parks involved.

We oppose S. 49. We are opposed to removing so much as a single acre from any of the national parks in Alaska -- or anywhere else, for that matter. We do not believe this bill can be corrected by amendment and should be rejected in its entirety.

AGAIN "THE LAND AND WILDLIFE CONSERVATION VOTES OF THE CENTURY"

In my long association with the Sierra Club and the conservation movement, no issue has more aroused and galvanized grassroots conservationists than the campaign that culminated in the enactment of the Alaska National Interest Lands Conservation Act. Across this country, thousands of people participated in that effort. They rallied to that cause because they understood that the conservation opportunity was unparalleled, and that the votes on that bill were, as we said at the time, "The Land and Wildlife Conservation Votes of the Century."

It should go without saying that the votes on any proposal that would renege on the conservation provisions of the Alaska Lands Act are of no less magnitude to America's conservationists. And, it is hard to imagine amendments to any title within that massive law more certain to arouse conservationists nationwide than any idea of removing lands from the true national parks in Alaska.

Thus, even as we deal with the many other issues of the day -- from the Clean Air Act to individual state wilderness bills -- the Sierra Club gives this proposed bill great priority. The votes on S. 49 will be, for us, another round of "The Land and Wildlife Conservation Votes of the Century."

AN UNPRECEDENTED RAID ON OUR NATIONAL PARKS

Mr. Chairman, I will simply summarize our reasons for opposing this bill. S. 49 proposes to reduce the acreage of true national parks in Alaska by more than one third. It would cut nearly one-half of the acres of the new national parks Congress established in Alaska barely 2 years ago. This is a raid on the national parks unparalleled in our history. There is no way to talk around the clear impact of this bill: despite all the rhetoric about how protective "national preserve" status may be, the simple fact is this bill would downgrade 12 million acres of true national parks, exposing them to a use that has been prohibited in national parks as a matter of strictest policy since the last century. That use -- sport hunting -- is disruptive of the proposes and objectives of true national park status, and no amount of rationalization can explain that away. The impact on the specific parks involved will be devastating to their biological integrity. The 12 million acres this bill would downgrade include about 11 million acres of prime wildlife habitat, roughly two-thirds of the prime habitat within these national parks.

We recognize that some parts of some (but not all) of these national parks may be available to rural residents for subsistence hunting. That will be a disruption of the ideal protection for the park wildlife, to be sure. We agreed to subsistence provision of the Alaska Lands Act as a necessary element. Subsistence impact is relatively light because aircraft cannot be used and hence, with the exception of Gates of the Arctic National Park (which has a subsistence village within it), subsistence hunting is confined to the periphery of those parks where it is allowed at all. On the other hand, sport hunters could penetrate to the core areas of these parks and typically establish fairly large, elaborate and high-impact hunting camps. The fact that there may be some disruption of the natural population dynamics of wildlife species due to this relatively light amount of subsistence hunting impact by rural residents in some part of some (but not all) of these parks, is hardly a rationale for introducing a much greater additional disruption by throwing them open to sport hunting.

The precedent that S. 49 would establish threatens every other national park, where the same kind of propaganda may be applied to build pressure to introduce sport hunting. Moreover, the precedent for opening true national parks to all kinds of other inappropriate uses will not be missed by mining companies, timber companies, and developers of every sort.

The Congress does not lightly go about designating lands as true national parks. As members of this committee well know, these decisions are debated at length, and many interests are heard from. The boundaries, in every park establishment bill I've worked on over the past twenty years, end up as a compromise. But at some point, the national park is designated and its boundaries are set by law. If we begin slicing chunks out of the boundaries of the national parks we establish, we begin a process which has no end other than the dismemberment of our National Park System and the very concept of the national parks.

Mr. Chairman, this nation pioneered the very idea of national parks, and it set a high standard for their protection. That idea has now been accepted around the world. It is, without a doubt, the most popular conservation idea in history. This bill tampers with that fundamental idea. In 1962, this nation hosted the First World Conference on National Parks. There, two representatives from India spoke of the principles and purposes of national parks. They said -- and we apparently need to remind ourselves:

> A national park should be looked upon as a _sanctum sanctorum._ It must be inviolate, as it often represents the last remnant of the original ... country. The concept of multiple land use, such as selective lumbering, controlled grazing by livestock, harnessing the water resources, should never be allowed to be translated into action in such parks. The exponents of this philosophy should be told in no uncertain terms that this is contrary to the policy of national parks.

That is what we are here to remind the Congress of today.

AN EMPTY GESTURE FOR SPORT HUNTERS

The Sierra Club opposes this bill on the basis of fundamental principle. But the bill deserves to be quickly tabled even on the basis of the case its proponents attempt to make for it. This bill would do nothing tangible for America's sport hunters. Members of Congress are being asked to hand a symbolic vote to hunters and nothing more; but in doing so, you are being asked to directly impair the integrity of this nation's National Park System in a way that is anything but symbolic.

Dan Galbreath's and Ray Arnett's Wildlife Legislative Fund of America, which is leading the chorus for this bill, purports that the bill represents some kind of great symbolic test of whether members of Congress support hunting and sport hunters. They begin by exaggerating the size of that constituency, asserting that "73,000,000 American sportsmen buy hunting, fishing and trapping licenses." In fact, fishing has nothing to do with this issue: sport fishing is now and has always been permitted in national parks. The U.S. Fish & Wildlife Service's definitive 1980 National Survey of Fishing, Hunting and Wildlife-Associated Recreation, prepared with the Bureau of the Census (November 1982), reports that "Approximately 17.4 million American aged 16 and older hunted in 1980," representing 10% of the U.S. population. More importantly, "Deer, elk, and other big game species were hunted by 11.8 million hunters aged 16 and over in 1980"; (page 21).

So, in the first of many exaggerations and misrepresentations being spread in their propaganda, the Wildlife Legislative Fund has over-represented big game hunting constituency by a factor of six.

From the Interior Department/Census Bureau report, we also learn that less than 50% of America's big game hunters did any of their hunting on public lands in 1980 (page 26). And we learn that "88% of all hunters hunted only in their states of residence" in 1980; and that fully 90% of big game hunters hunted only in their states of residence in 1980 (page 27). The kind of guided hunting trip that would be made available at the price of our national parks by this bill is pursued by so tiny a minority of hunters that the Interior Department/Census Bureau report found it statistically insignificant, reporting the quantity as "Z," which is footnoted to signify "less than 0.5%" of all big game hunters. A tiny, infinitesimally small portion of the constituents of any member of Congress would benefit if these particular national park lands in Alaska were opened to sport hunters.

In Alaska, in 1982 -- and these are the State of Alaska's audited figures I am citing -- 76,036 resident hunting licenses were purchased -- less than 20% of the population of Alaska. Even more significantly, only 8,270 out-of-state licenses were sold for hunting in Alaska in 1982. So, hunters from other states who pursued their sport in Alaska in 1982 comprised only 0.0007% of the total U.S. population of big game hunters (as of 1980). And, of course, those 8,270 hunters pursued their sport in the portions of Alaska not designated as true national parks. We do not dispute that _if_ these national parks were thrown open to sport hunting, those 8,270 hunters (and perhaps a handful more) might have bag a larger total number of animals. But the issue here is one of basic equities. It would defy rationality to suggest that America's sport hunters -- your constituents in your state -- stand to gain anything tangible from this wholesale raid on our national parks.

Perhaps there are things that the Congress can and should do to help support America's hunters. But this bill offers you only the chance to vote for an empty gesture. It will do nothing whatsoever for the vast majority of constituents who are hunters. In fact, I fear that it will severely harm their long-term interests.

CONFRONTATION FORCED BY WILDLIFE LEGISLATIVE FUND

Mr. Chairman, the Sierra Club takes no pleasure in facing a fundamental confrontation over the national parks in Alaska. If America's national Park supporters must clash with some of America's sport hunters -- leaving the members of Congress caught in the crossfire -- it is a confrontation we did not choose nor begin. But it is a confrontation from which we shall not shrink.

Reading the literature of the Wildlife Legislative Fund, and the regrettable chorus they've gained from some of America's respected sportsmens' magazines, is a disheartening exercise. These people have chosen to cast this issue as some kind of epochal showdown over whether Congress supports hunting and hunters. For example, Outdoor Life asserts that S. 49 presents what "may prove to be the most significant hunting issue in history. The bill's passage will establish sportsmen as a viable political force in this country -- something long overdue." Well, we had thought hunters were a viable political force, just as is the environmental movement. We fail to see that antagonizing millions of national park supporters will add to their political power. The Wildlife Legislative Fund itself, in a manner I can only term grossly irresponsible, is attempting to stir up hunters by saying, in the words of its Chairman, Dan Galbreath: "I believe it is no exaggeration to say that the outcome will determine the status of hunters in Congress for at least the next decade, and will be a factor in every hunting-related bill that comes before Congress thereafter." And he adds: "Can the hunters win this one? We know they can. We are ready for this confrontation."

So, these people have decided to put Congress in the middle of their self-proclaimed "confrontation." They give us no choice but to respond -- and with full determination.

91.5% of all the land area of Alaska is potentially available to sport hunters. Only 8.5% is closed by virtue of being designated as true national parks. Yet, these hugely lopsided results are not good enough, apparently. The Wildlife Legislative Fund asserts that this bill offers "the opportunity to correct the inequity which discriminates against hunting in the Alaska National Interest Lands Conservation Act." A nine-to-one ratio of land is open to hunters, and the majority of the target species habitat -- and they call that an inequity!

But, it appears we must have a "confrontation" dictated by this small minority and their Ohio-based organization. These people will force the Congress to entertain a showdown between symbols -- hunting and national parks. If an acre of America's national parks is to be sacrificed at the altar of this kind of irresponsible propaganda, it will only be at the end of a mighty big, mighty noisy showdown.

Mr. Chairman, the Sierra Club did not easily accept the final compromises that established the national park boundaries in Alaska. We would have very much preferred a more expansive boundaries. When the biological studies are in, I think we will all regret not having greater acreage in true national park status in Alaska, as essential wildlife sanctuaries and hunting-free wildlife observation and study areas. But we acceded to that compromise in good faith. We will not stand idly by to watch so much as an acre removed simply to satisfy Mr. Galbreath's need for symbolic reassurance of his political power.

A POLARIZATION WHICH SERVES NO ONE

Finally, Mr. Chairman, I feel it necessary to record our deep apprehension and concern over the potential damage inherent in the confrontation these people have chosen to start with America's national park supporters. In his conservation column, "Here and There" in the February 1983 issue of Field and Stream, George Reiger stated this problem succinctly:

> "If hunters pause to think about it, most of us would rather have the Congress neither "for" nor "against" us. The less this federal law-making body involves itself in state wildlife management and private recreation, the better'
>
> "However, by insisting that the Alaska National Hunting Bill is the most important gauntlet ever to be thrown down before anti-hunters (we) will probably kick a resting, even if never sleeping, dog right in the ribs! All hunters on this continent -- and we certainly don't number 73 million, not even when Canada and Mexico are included -- might rue the day the WLFA attempted to broaden the highly specialized issue of

> hunting and trapping in eight national parks of one state into a federal struggle over the right to hunt everywhere.
>
> "I believe most hunters will come to rue this proposal. For while it will do absolutely nothing the least bit tangible to help to the hunters in your states, it carries the almost inevitable impact of alienating America's park conservationists from America's sport hunters. And it will force many sport hunters to defect from that primary allegiance because they, too, are park supporters."

The Sierra Club is not now and never has been anti-sport hunting. But we are very staunchly for national parks -- including these national parks we helped designate in Alaska. As conservationists across this country rise up to fight this irresponsible bill, it will place them for the first time in the regrettable position of fighting sport hunters who have been misled by Mr. Galbreath's propaganda. The Wildlife Legislative Fund may not have to worry about this implication, because it is the classic narrow special interest group. It's real beneficiaries are the less than 9,000 people a year -- just a handful from any one of your states -- who will benefit should this bill pass. It is to be noted that America's more respected voices for the wildlife conservationists of this nation have stayed away from this bill in droves -- concerned as am I by the lasting damage we shall all suffer from needless polarization over this trumped-up issue.

It would seem this confrontation is now inevitable, and that you must choose to cast your votes one way or the other. I hold out no hope to you or other members of Congress that there can be any "middle ground" in this single-minded assault on America's National Park

System. No "compromise" to slice out "only" 10, or 8, or 5, or 1 million acres of our national parks will lessen the intensity of our opposition to this bill. We apparently will have another round of "The Land and Wildlife Conservation Votes of the Century," placing members of Congress between a rock and a hard place. That is not as we would have chosen.

TABLE S. 49 HERE AND NOW

There is one way to avoid this confrontation. It would require great political courage, for it would require members of Congress to challenge the big lie propaganda behind this bill. We urge this committee to table this bill, here and now, recognizing it for the bad idea it clearly is. Yes, you would have to explain to your hunter constituents that they were being misled and misused. But in explaining that you might ask them how you the Congress could truly be of real, tangible assistance to their needs as sport hunters. And, I dare say, they might suggest to you environmental and habitat protections and improvements that the Sierra Club could support too.

Courage and leadership will be required, but courage and leadership are what we are asking. America's proud role in founding the national park ideal is what it at stake. This committee must choose between that -- for which the breadth of public support is well known -- and an empty gesture that might assuage the power needs of a tiny clique, but will do nothing whatsoever for the average sport hunter in this nation.

Senator MURKOWSKI. Thank you for your very valuable testimony, Mr. McCloskey.

I want to thank the panel. I would like to direct a few questions. I would like to start out with Governor Andrus.

When you held the key position of Secretary of the Interior, Governor, and your involvement and that of your colleagues in the formation of this legislation, did you have a chance to reflect on the inequity that posed in the unique situation of, on one hand, there was recognition under the law of subsistence hunting and how that would affect the attitude of the rural residents of our State, in which your broad responsibility as Governor of your State, did you have an opportunity to reflect on the parallels of how an inequity like that could be coped with should you be the Governor of a State where that situation occurred?

And, how did you rationalize that this kind of an inequity outweighed the advantages associated with the bill?

Governor ANDRUS. Well, while I was—Mr. Chairman, yes, I did reflect on it.

The use of the word inequity, depending on—in the eyes of——

Senator MURKOWSKI. I'm just referring to rural versus urban.

Governor ANDRUS. But, as Governor of the State of Idaho, I had to deal with that very thing, that was entered into in treatees with native Indian, native American reservations and their right to hunt on Federal lands at any time during the year and the harvesting of game as I did with the fishing aspect of the same people.

In my State, we had five reservations and yes, it did create problems. But, it's a situation where they were given that right in a treaty and ratified by the Congress of the United States.

The subsistence hunting in Alaska is no different, except it was granted by this Congress of the United States and the Alaska Native Claims Settlement Act earlier. And, legal counsel and everything else made it very clear that we, in fact, did have an agreement with those people in this regard.

Whether we agreed with it philosophically or not, our predecessors had struck that deal and we lived with it.

Senator MURKOWSKI. I assume, in your particular State, a portion of those affected was relatively small in comparison to the whole?

Governor ANDRUS. Yes, that is true. But, you will find not only in reservation lands, but they have a right on Forest Service lands and others that we have fought. That has been contested in court, but the harvest is still there.

But, relative to Alaska, yes, sir, it was small.

Senator MURKOWSKI. And, I assume that you are aware of the interpretation of subsistence hunting as it is presently ascertained in the State of Alaska, where roughly one-half the population of the State are classified under the urban—excuse me, classified under the rural definition and, therefore, is entitled to subsistence?

Every area, with the exception of residences of Anchorage and Fairbanks, which, obviously, is a significant portion of our State.

Governor ANDRUS. Absolutely. I can't recall from memory, it's been several years now, the exact language, but in those areas where it was customary or normal for subsistence hunting is the areas where they had the right. Those areas where it was not traditional uses, they did not, and you will find some of those areas in some of the areas that we're talking about in S. 49.

Senator MURKOWSKI. Well, as Governor, you can readily appreciate the predicament that exists within our State over this definition of subsistence hunting and those that have the right to subsistence hunt where it's nearly half the population of the State, although living outside of Anchorage and Fairbanks.

Governor ANDRUS. I not only am sensitive to it, I understand it totally and have empathy for it. Also, as a sidelight, Senator, I have a 16 portion of my bloodline that is native American and during the time that we had the big arguments between the native Americans and the interlopers from Europe, I went out on the reservation and tried to get my cards in. You got a better deal than I've got. I'd rather join you.

Well, they took a dim view of that at Nez Perce, but no, I am very sensitive to it.

Senator MURKOWSKI. Well, as you well know, there is a big difference between Alaska Natives and native Alaskans in our State.

Governor ANDRUS. Well, yes, and when you get to—no, I don't believe I'll touch that. Yes, sir.

Senator MURKOWSKI. I have another observation to share with you concerning a remark that I quoted you in my opening statement and you acknowledged, and in a January 31 article in the Anchorage Times, under the headline, "Andrus Calls Land Bill Dishonest," you are quoted as saying, and I quote, "It is dishonest of—Stevens and Young—to make a deal in Congress and then try to change it."

Andrus said, "A deal is a deal. Fair is fair. A man's word is his bond."

In refreshing the particular statement that you made, Governor, and I quote from the January 19, 1978 statement, which was made by you before the Senate Committee on Energy and Natural Resources, in the State of Alaska, proposed national parks, wildlife refuges, wild and scenic rivers and national wilderness preservation system, and for other purposes.

"Our system of Government responds to pressure from the people. In the future, the people may decide they so urgently need the resources from one of the protected areas, that they will ask to redesignate them." And, I think you have brought out quite well your opposition in stating that you feel enough time has not elapsed, but I would assume that you do not mean quite the extreme way that you were quoted, that a deal is a deal in relationship to your statement here that it's subject to a review from time to time.

Governor ANDRUS. I have never been impressed at the veracity of the Anchorage Times.

Senator STEVENS. I don't know whether there are reporters here or not, but I'll make sure they get that remark.

Governor ANDRUS. That's all right. If they were in the daily news, I would look very closely at it. But, no——

Senator MURKOWSKI. There's only one newspaper left. Excuse me.

Governor ANDRUS. I guess it depends on who they endorse.

I would say, Senator, that the comment that you quoted again in 1978, we were very close to that deal, as Senator Stevens pointed out before he left the room, and we thought we were very close to it.

But, no, I think Clare Conley, with levity, made a very good point here when he said if you didn't change statutes, we'd still have prohibition.

I'm not saying it will never change; but I'm saying in 2 years, when they have backed off on the budgets and squeezed every domestic program in the world and have not been doing the studies that we agreed had to be done, now is not the time to fuss with it and it's not going to make that much difference on the harvest of trophy animals in those hunting units for our friends in the Safari International and others who have the big bucks to hire the airplanes to fly into those areas.

Let them enjoy the other 346 million acres while you get the real data on which you can make an intelligent and advised position.

But, I also recognize, as you quoted in my statements, Senator, that our form of government responds to pressures.

Senator MURKOWSKI. Thank you, Governor.

I would like to refer to something that has been used often in this panel; and that's the reference that some 90 to 92 percent of the land is open to hunting and 346 million acres or thereabouts is the approximate area.

I wondered if you had an opportunity to review the presentation made on the map over there that referred to those nongreen areas and nonblack areas that are basically nonsupportive of any significant game reserves or game herds of any kind as we refer to the general big game areas?

Governor ANDRUS. I'm not familiar with your map, but to just take my State again, where I am intimately familiar with that, as you are yours, there are areas of my State where we have 82,000 square miles and 53 million acres, that, you know, there is no habitat there for big game animals.

So, you can't—you have to look at an individual State. But, if you just take across-the-board percentage of those areas in the State that are not open, it tells you a lot.

If it is 8 percent in Alaska that's closed and Idaho, as memory serves me, is slightly less than 11 percent, so we have more of ours closed. But, there are some desert areas where I don't hunt elk.

I go out there and look for a sage hen once in awhile and maybe an antelope. But, no elks.

Numbers, numbers, to me, frankly, aren't as important as they are to some of my colleagues sitting here at this table, but the idea that we worked hard and struck an agreement for a period of time, I think, is important.

A lot of Senators, your colleagues, think that they gave their word and a couple of them are here this morning who expressed that.

Dr. CUTLER. Mr. Chairman, if I may supplement Governor's Andrus' comment. He is not my boss because he's on the board of directors of the National Audubon Society.

He kind of expected to be when he was Secretary of the Interior and before he was proposed for transfer to Interior, that didn't work.

Governor ANDRUS. I almost had him.

Dr. CUTLER. He's got me now. H.R. 39, as introduced in 1977, provided for 51.5 million acres administered by the Park Service and closed for hunting. As passed on December 2, 1980, the Alaska Lands Act provides for only 24.6 million acres closed to hunting. So that more than half of the acreage originally proposed as closed to hunting in H.R. 39 was later changed to open to hunting.

Senator MURKOWSKI. I think the reference that the State Department of Fish and Game uses is that approximately 25 percent of the land mass is not suitable for hunting, about 92 million acres.

You may dispute that. I'll put it in the record because it's referenced in some of the other testimony.

But, I did want to set a proper perspective for the recognition of the general terms of 346 million acres are open for hunting and as the Governor pointed out, he doesn't hunt and fish much and I don't hunt on the glaziers.

But, the other question I wanted to ask you is, you have indicated; Governor that it's not an antihunting bill. Perhaps you are more inclined to suggest that it's a propark bill.

What is your reasoning for opposing this? Specifically, in a few words, if you will. I know you gave a very fine general presentation.

Governor ANDRUS. As I pointed out in my testimony, and I will be brief, but our society, like those in the animal kingdom, we can't always agree with one another and, so, therefore, we, the people that have been selected to make those decisions, have to separate.

National parks, recreation land, offroad vehicle use and others, and we have to do it very carefully.

I think we did it here and the American people went through a tremendous amount of trauma of both sides pulling on them; write your Congressman, send in telegrams and do that and they were uptight and there was name calling.

That is starting to settle down. But, my experience tells me that if you take this, if it gets out of your committee, and you take it to the floor, those other amendments, whether you like them or not; are going to come forth.

Those people have as much right to amendment as the hunter and you are going to open up those sores and bleed all over the floor.

And, I just don't understand. I have been around the political game a little while, I don't understand why you want to do it.

So, I oppose it on the basis you don't have the information to do what you say you want to do at this point in time.

You have to separate this and you have to maintain the inviolate ecosystems within the national parks not only for a gene pool, but also for the scientific aspects.

You just can't be all things to all people and somebody has to draw a line; I think we drew it.

Senator MURKOWSKI. The perception, of course, in our State is that the entire 32 million acres was open prior to 1980, and, suddenly, we closed it under your particular tenure as Secretary, and, you know, that's a pretty significant realization which, of course, it would be if it were proportioned down to your State as well.

Suddenly, here's 32 million acres that had been open to hunting, that had been managed, and, now, they are closed, and, of course, the rationale of many people in my State is that we're only asking for 12, still leaving 20 permanently closed.

My last question to you, Governor, is, having had the responsibility of overseeing the parks system, is it your contention that park preserves are part of the park system?

Governor ANDRUS. Well, they are managed by the National Parks Service for budgetary reasons. They are not a part of the Parks Service, per se. They can't be. They don't meet the criteria of the law.

There was an internal argument, Senator, as to who should manage them and the Fish and Wildlife Service said, well, we ought to because hunting is in there, and I said there is no sense——

Senator MURKOWSKI. Aren't you confused with national recreation areas as opposed to park preserves?

Governor ANDRUS. Now, national recreation areas—maybe I misunderstood what you said.

Senator MURKOWSKI. The question I'm asking you, you were responsible for the stewardship of the parks.

Now, there are park preserves outside the State of Alaska. There are the Big Cypress in Florida and Texas. There is nearly 100,000 acres.

Is it your opinion that these are definitely part of the national parks system?

Governor ANDRUS. I guess they qualify under the law. Yeah, they are part of the system and they were so designated.

Senator MURKOWSKI. So, they are managed then by the park system——

Governor ANDRUS. That's correct.

Senator MURKOWSKI [continuing]. And——

Governor ANDRUS. Yeah, but under different system. They are managed under a different management plan. Otherwise, we would not have the authority to do what we did in Alaska, to make more areas open for hunting by putting that 19 million into the——

Senator MURKOWSKI. It's fair to say the only difference, then, between a national park and a park preserve, as far as Alaska is concerned, is the hunting and trapping issue? But, they are still a national park in your opinion, is that correct, Governor?

Governor ANDRUS. Oh, in my opinion? In my opinion, no, they do not meet the qualifications of a national park.

Senator MURKOWSKI. So, you would have suggested they be in some other classification or some other management unit other than the National Parks Service.

What would you suggest be the management?

Governor ANDRUS. Well, there would have to be, if you changed it, it would have to be a Fish and Wildlife Service, in my opinion. However, I made that decision——

Senator MURKOWSKI. To leave them in the national——

Governor ANDRUS [continuing]. To leave them in the National Parks Service from a budgetary standpoint. It made no sense to put up two buildings.

Senator MURKOWSKI. If I'm understanding the difference, and I think it's noteworthy as in the other States, the exceptions are oil and gas and other forms of mineral extraction as opposed to the great modification that's being suggested here, which is to eliminate any reference to exploration or devastation of foliage, but only, only refers to hunting and trapping, which would seem much more beneficial and that's what the law says.

Now, I can read from the law, but——

Mr. PRITCHARD. Mr. Chairman, may I?

Senator MURKOWSKI. May I just thank you, Governor. I appreciate your response and I will move on and my next question would have been to Senator Nelson. However, he's gone.

I wanted to make reference to that map, but I think I did so in my questions to Governor Andrus.

Governor ANDRUS. Am I excused, Mr. Chairman?

Senator MURKOWSKI. Thank you, Governor. I do very much appreciate your contribution. It's been very, very substantial.

Governor ANDRUS. Thank you.

Senator MURKOWSKI. The other question that I wanted to vent and I think I will submit it to Senator Nelson in writing and ask that he respond is, again, how much is reasonable, is 20 million to remain closed in perpetuity reasonable in relationship to the 12 million that's being suggested remain open?

The next witness, I believe, was Mr. Pritchard.

Mr. PRITCHARD. Yes, sir.

Senator MURKOWSKI. And I, too, would like to explore this matter of parks and park preserves, which you brought out in your testimony.

You indicated some concern about the attitude around the world and it's my observation, in general, that most of the pristine areas, particularly the Black Forest and others, that have been hunted for generations, are still developing trophy game, and the reason for that is the extreme capability of the game management as applicable to these very, very famous areas that have sustained themselves.

And I'm just wondering if your reference to the eyes of the world being applied to this effort to open up hunting in only 12 of 32 million acres, if it remains closed for the last 2 years.

Mr. PRITCHARD. Mr. Chairman, I'm happy to respond. I think it's a very critical point and I hope that we might come to some sort of resolution on this.

Let me begin by going back and saying that of the 333 units, we're talking about national parks which comprise roughly 50 units.

Now, in the national preserve categories, there is a misstatement to the effect that you can only—hunting would be only allowed. That is not correct——

Senator MURKOWSKI. As this bill is proposed.

Mr. PRITCHARD. As this bill is proposed. Yes, sir.

Senator MURKOWSKI. And, that's what we're talking about——

Mr. PRITCHARD. But, in the Lower 48, sir, the preserves do allow for oil and gas attraction, and I think that precedent will be important to state.

Senator MURKOWSKI. That was my statement.

Mr. PRITCHARD. Yes, sir. That's correct. But, I think for the sake of the testimony, I think there was some misunderstanding about that.

Senator MURKOWSKI. I'm sorry. There was none on my part.

Mr. PRITCHARD. My apologies, sir.

Senator MURKOWSKI. If there was on your part, I'd be happy——

Mr. PRITCHARD. Thank you. I appreciate your clarifying that for me.

I would also like to specifically relate to your question now about world park systems.

Actually, the Bavarian National Forest is not a national park and there are very few, only three, national parks in Germany.

The national parks of Germany have long been hunted, for Germany didn't have a national park systen until less than a decade ago.

I think it might be better if we look at the 119 other national park systems around the world.

Senator MURKOWSKI. Do you suppose it would be fair to say that most of the trophy animals taken in Gernany do not come from Germany's national parks, but come, instead, from game preserves that are expertly managed?

Mr. PRITCHARD. I would have no knowledge about that, one way or another, sir. I'm not——

Senator MURKOWSKI. Would you care to provide a response for the record? I'd be happy to accept it.

Mr. PRITCHARD. We'll do the best we can to research that, but I think the issue of other park systems is well documented.

Those in other countries stated, Bali and at world park conferences that were held in the United States before then, that the important philosophy and the classifications that were established, that the United States agreed to, was critical to maintain and that is that in the class I and class II national park units, as according to the world classification, hunting is not a permitted activity.

Mr. McCloskey was a member of that committee and he may have further information if you would like to pursve that. But, I think that clearly states the opinion of the world community and the problem that we are addressing here today, which is of no minor consequence.

Senator MURKOWSKI. Thank you. I do appreciate your response.

Dr. Cutler, you indicated that, I believe, 12 million out of the 70 million acres in the United States would be put into this classification of park preserves open to hunting. And, perhaps a more appropriate reference would be, since it does apply just to the State of Alaska, 12 out of 32, and I think the point here obviously is to put into perspective what we're talking about as a percentage of the whole, and the fact that 50 percent of the national parks exist in Alaska in relationship to the other 49 States has already been made.

But, I think it is a more realistic comparison to compare the reality that these are all coming out of one State and while I certainly don't differ by any means with the application of parks throughout the Nation, I think we've not referenced in this conversation, the conceptual application of the purpose of parks and, obviously, they are dual.

They are for the recreation and pleasure as well as the assistance and maintenance of native animals to them. But, I think you would agree and be the first to agree, Dr. Cutler, that there has to be some reasonable balance and the thing that many Alaskans are concerned about, in the case of our State, is the reasonableness of that balance.

And the reference here was 32 million acres that were open to hunting, 3 years ago, that are today closed and the willingness and dedication and commitment which I made in my opening statement, that I would not force this legislation if there are any amendments attached to it of any significance, that would open any broader to any further use.

I think you indicated the attitude of people from our State.

So, I think it's a matter of recognizing the fairness to our State on what's reasonable. We would all theoretically justify making Alaska one big park and you can make a case for it.

Dr. CUTLER. Senator, I, as a professional wildlife manager, can empathize with those who are frustrated by the fact that huntable, that is surplus populations of big game animals, exist within these parks and the parks are closed to hunting.

However, as I cited in my statement, the recent survey of the numbers of Americans that enjoy wildlife, that use wildlife, not just as hunters, but as photographers and backpackers and students of natural history, is in the vicinity of 100 million, almost half of the population of this country enjoy wildlife, while 17.5 million Americans buy hunting licenses; the balance of that 100 million are what we call nonconsumptive users of wildlife.

And, the fact is that our experience is that the wildlife at the big national parks are much less wary and much more easily seen by the—from the car or on foot as compared with other hunted population.

When we have the ratio of 17.5 million hunters to 83 million nonhunters, and with the increased access to Alaska, with people visiting Alaska by the hundreds of thousands, it seems fair to me, in balance to me, that a portion of the hundreds of millions of acres in Alaska that are in conservation systems, be off limits to sport hunting, so that those animals will be less wary and more easily seen by the hikers, backpackers, and other nonhunters that will be spending millions of dollars as tourists in Alaska.

Senator MURKOWSKI. Well, you and I should probably do a little tour of some of the areas I'm thinking about in my own mind because the unfortunate part is that the average visitor just does not visit these areas.

I think in the Wrangells last year at the visitor center, there was somewhat less than 3,000 visitors that managed to even get into the register at the point of registration and far fewer than that were able to get into the extremely rugged area and as we both know, it's just not an area where you walk off and enjoy the wilderness experience, because it's just much more demanding than that and I guess you and I will never agree on the reasonable ratio.

I certainly respect the realization that Americans enjoy the outdoors, enjoy the opportunity to have these advantages that are afforded by the land that has been set aside in Alaska and I think it's appropriate to recognize that Alaskans feel the same way.

I would venture to say nearly 100 percent of our population truly enjoys utilizing that resource. They welcome those from the other States and other nations that come to our State to enjoy the grander and they enjoy the privilege of hunting in it.

But, the question of reasonable use of the land in proportion to the demands by the wildlife, the ability to manage—really small with the exception of the caribou which do range in substantial areas.

I think this brings us down to a question of what's reasonable and I guess that's something that we'll be debating for some time. Yes, sir?

Dr. CUTLER. I'll give you one statistic. Some 9½ million Americans use wilderness areas today. They are not just used by the rugged he-men. They are used by all types of—all strata and all sexes and all ages of Americans, and the comment about 3,000 visitors at the Wrangell Information Center reminds me of the debates that were heard in this room 10 and 15 and 20 years ago about—years ago, about the future of the Grand Canyon, how few people go to the Grand Canyon; how risky that was.

The Grand Canyon is full of rafts and dories today, much to—much in conflict with the testimony given several years ago about the limited number of people that would ever use the Grand Canyon for recreational purposes.

Senator MURKOWSKI. I can't help but feel that there is a significant difference between the geography of major areas of Alaska that we're addressing here and where most Americans enjoy their scenic outdoor experience.

Mr. McCloskey, you made some reference to the ability to hunt most animals, most game animals, in Alaska that were more readily available to the existing road system.

Do you have any reference to where the sheep hunter would go out on the road in Alaska and find sheep?

Mr. McCLOSKEY. I don't think that's where they are getting the sheep, but——

Senator MURKOWSKI. No, but you indicated in your testimony that Alaskans could avail themselves of the existing road systems to get most of their animals and it was outsiders that are really the big game hunters that really went into this.

Mr. McCLOSKEY. By that comment, I meant to indicate that in the areas we're concerned with here, we're not talking about areas that are qoing to be accessible to the average Alaskan hunter.

They don't have the income to be chartering airplanes to get to these back country areas.

So, I don't think they are going to benefit much from this particular legislation.

Senator MURKOWSKI. I think, though, that the reasonableness of judgment ought to be theirs, where they want to go.

I'd like to have your analysis on the subsistence issue as a definition as applicable in Alaska and, obviously, that's just a situation we have to live with, whereby we suddenly come to the recognition that all residents outside of Anchorage and Fairbanks are classified as urban and, as a consequence, can be perceived as having the opportunity to utilize these existing areas that are closed, these 32 million acres.

Now, I think you made some reference to that as being rather insignificant. Subsistence hunting and I would like to apprise you of the fact that it theoretically could be extremely substantial in relationship to that percentage of Alaskans who hunt. Roughly 50 percent of the population are suddenly exposed to hunting under subsistence definition, if they meet the other qualifications.

And, as you know and I know in government, qualifications have a way of changing, but the point is, as has been evidenced in the testimony here, the management ability to manage the resource, if there is a reasonable subsistence take, is somewhat lost because, obviously, it is not a function of the Parks Service to manage the game resource.

The traditional responsibility lies in other areas.

Mr. McCLOSKEY. I think we're talking here under the act about subsistence users who had an established pattern of use in the particular area prior to ANILCA.

So, we're not talking about all of the residents of Alaska who might use game for their larder; we're talking about those that qualify under the act, who are relatively small class and; in fact——

Senator MURKOWSKI. I think maybe you've got information a little different than mine. I believe you indicated that the bill is for the wealthy nonresident hunters or words to that effect, and there are about 86,000 resident hunters in our State and only 6,000 nonresidents, so I have to ask you how you base your claim that Alaskans won't benefit from the legislation?

Mr. McCLOSKEY. I'm sorry, Senator. Would you repeat the question?

Senator MURKOWSKI. Well, I think we have a little different interpretation or a little different information.

You indicated that the bill is more inclined to favor the wealthy nonresident hunter and my figures indicate there are about 86,000 resident hunters and only about 6,000 nonresidents.

So, as a consequence, how can you claim that it won't benefit Alaskans, this legislation?

Mr. McCLOSKEY. Because most of those resident hunters are not the people who have the financial ability to hire a guide and rent a plane and——

Senator MURKOWSKI. Well, first of all, they don't have to hire a guide because they are residents.

Mr. McCLOSKEY. No, they don't. But, to hire the plane and get to the back country for a big hunt.

Some of them undoubtedly will, but I think it's predominantly the out of State hunters who will be going into the particular areas we're talking about here.

Those are the people who have the greatest interest in this kind of hunting and can afford to do so.

Senator MURKOWSKI. I think it's interesting to kick this around, but I think one out of nine male adults in Alaska has a pilot's license, the highest percentage in the world and they do avail themselves to these areas.

Mr. McCloskey. Well, even if that's so, you know, we're talking about 29 percent of the population of Alaska, that one out of nine of them has a plane, we're still talking about a very small percentage of people of Alaska who will be doing this.

Senator Murkowski. Well, I would say it's just the opposite, a pretty high percentage of Alaskans take advantage of it. I don't think we're going to agree on that.

I'd like to ask one final question and that's your perception of the status of park preserves.

Mr. McCloskey. This is a designation which doesn't have a long history in the United States. It was originated for the Big Thicket in Texas first as a way of accommodating conflicting uses over oil and gas.

It was then used for the Big Cypress in Florida to use there. It's been used in the Kongoree and some other places, but it's still an evolving concept. It was used in Alaska to compromise over the hunting issue.

It's a very new concept. It really hasn't settled down. I think we'll see lots of conflict over its definition. It will probably change over the course of time in what it becomes and it's the very instability in the designation that bothers us, among other things, taking huge amounts of acreage out of the national park and putting them into a designation that may be a very volatile designation.

Senator Murkowski. Are you at all reflective on the realization that 3 years ago, these 32 million acres weren't in a national park, but were open to hunting and trapping and with the stroke of a pen, 32 million acres suddenly went into the national park system and, as a consequence, we're trying to move 12 out which are relatively insignificant in relation to the arithmetic involved, but not over all by any means?

Mr. McCloskey. That was, you know, before then, too. They were open to all sorts of other uses, too.

Senator Murkowski. That's my second point. Now, the restriction is so restrictive, it doesn't go as far as the authorization of the two other areas, Big Cypress, Fla., and Big Thicket, Tex., which carry a much broader development curve in the sense that the raw resource exploitation of land is encompassed in that authority and it would seem to me that this one is so narrow, which precludes any development of any kind, would be one that would be readily acceptable by America's environmental communities, unless there is a great opposition to the concept of hunting.

Mr. McCloskey. Well, it's been said that there are two or three reasons that we're opposed to this. First, that on the merits, we think wildlife sanctuaries are good, sound, proven public policies for national parks. There are real benefits to the wildlife population and to the users by having that designation and it's also implicit and part of this world standard for national parks.

Second, we think that this is a designation that could mean it's only open to hunting today, but tomorrow, the very pressures that Senator Stevens spoke of earlier, about reopening the whole legislation for mining and other purposes, is certainly standing in the wings.

We think people will be back on those questions. This isn't the end of it.

Senator MURKOWSKI. I do thank you, Mr. McCloskey. I have one other question that I am going to direct to Governor Andrus and I will make it general enough so that any of you that would like to respond to it here at this time may and it's basically—it would seem to me that if there is not enough information to consider opening these areas to hunting, then how could there have been enough information to justify closing?

I don't know whether we can get anywhere on that kind of a quid pro, but anybody that would like to try it, why, I'd like to hear the answer.

Mr. PRITCHARD. Senator, I will simply state that you make decisions based upon the best available information. I'm sure you know that and I think at that time, the best available information was supplied in part by the State itself and, we still respect that information. There has never been any question about that.

What the bill itself stated in section 1301 was that there was a need, Senator, to review that every 5 years and I think that's also good public policy, that you periodically review that.

We will be happy to respond in detail because I am sure you will be impressed by the length of information that was supplied by such fine institutions as not only the State agencies, but also the universities.

Senator MURKOWSKI. Thank you.

Gentlemen, if there's no further testimony, I do wish to thank you for your patience.

Dr. CUTLER. Thank you, sir.

Senator MURKOWSKI. Your very fine and very genuine comments in response to my questions, and I want you to know that I personally respect you and the organizations that you represent and I think that, while I don't necessarily agree as you may have observed, the contributions that your organizations make to the balance of our environment, our ecology, our life styles, on game herds, fish herds, is substantive—substantial, and one that I think endears all of us to the dedication and commitment which you represent here and I thank you.

Mr. PRITCHARD. Thank you, sir.

Mr. MCCLOSKEY. Thank you.

Senator MURKOWSKI. We're down to panel four and we have five panels. I appreciate, again, your perseverance.

The next panel is Clark Engle, Alaska Hunting Guides Association, Mount McKinley; Duane Smelser, president of Foundation for North American Wild Sheep in Warren, Mich., Mr. Donald Hoyt, Sr., National Trappers Association, Marshall, Mich.; Mr. Stephen Boynton, Washington Council of American Fur Resources Institute, Vienna, Va.

The first witness, Mr. Engle. Welcome to the committee. We look forward to your testimony. We are going to hold you to a time limit as well as others.

STATEMENT OF CLARK ENGLE, ALASKA PROFESSIONAL HUNTERS ASSOCIATION, MOUNT McKINLEY, ALASKA

Mr. ENGLE. Thank you, Senator.

My name is Clark Engle, and I am representing the Alaska Professional Hunters Association. I am a master guide, and past president of the Professional Hunters Association, and past vice president of the International Professional Hunters Association, and was a member of the Guide Licensing Control Board for 10 years. I have been a professional hunter for 25 years, and I make my complete livelihood out of professional hunting.

From the last panel, it looks like we, the professional hunter, and the so-called wealthy hunter are going to be the whipping boy for the antihunters, it seems to me.

I tell you these things about myself to show the credibility to be able to speak on the 12 million acre Alaska National Hunting bill. First, I must apologize that I am the only Alaska guide to testify before you on this matter.

You see, in December 1980, Congress passed D-2 legislation, and automatically put 108 guides out of business either partially or entirely. One hundred and eight guides cannot afford to come to Washington, D.C. to speak for their rights.

I was going to read the names of these 108 people in, but due to the time, I will submit them for the record. To boil it down a little bit more, 47 guides affected in the Wrangle Mountain St. Elias, 12 guides in Katmai, 16 guides in Lake Clark, 10 in Denali, 3 in Anicacha, 2 in Glacier Bay, and 18 were affected in the Gates of the Arctic.

Our survey further indicate that 688 supporting employees were certainly affected by these parks. They no longer have a job. The same survey also shows that a gross loss of approximately $9 million a year to the guiding industry, and $3.5 million in incidental expenses such as airfares, hotels, gifts, taxidermy, and everything that goes along with the hunting.

This money represents about 1,400 people, the clients that were denied the right to hunt in Alaska in the last 2 years. Now the antihunters, and you will notice that I use the word antihunters, not conservationists, because I consider the guides and myself a conservation if for no other reason than economics. If we do not practice conservation, we certainly would be out of business.

Now back to the antihunters. Some of the things that they have been saying about S. 49. They are claiming that it benefits the rich hunter and the guides. Well, this is not true, as many of their statements are not.

Let us take a look at a few figures that the Alaska Department of Revenue has about hunting licenses. These figures indicate that in 1982, 8,270 nonresidents purchased hunting licenses in Alaska. Of these approximately 8,270, 40 percent of them were guided hunts. The rest of them hunted all on their own. They could afford to take an airplane, and go out into the field, and set up their own camps.

In the same period, 88,716 residents purchased hunting licenses. I would venture to say that 99.9 percent of the residents did not use a guide, because they do not have to. You see, guided hunts are a very small amount of the total hunters in Alaska, about 8.5 percent.

But the residents, as the gentlemen said a little while ago, not utilizing the back country is completely false. We run into the resident hunter in the field continually, as it should be. They have a right to go anywhere in the State of Alaska, and I can assure you that they are there hunting. There are some really fine sheep hunters and hunters in Alaska. They do not hunt just off of the road system.

While we are on the subject of anithunters, I would also like to dispel another so-called fact that they have been expounding on. Ninety percent of Alaska is left to the hunters. Again, that is not true. Let me tell you a little bit about the Alaska lands and the game population.

Much of the lands do not have any game on it, such as the Yukon and the Kuskwim River flats. These swampy areas are simply too wet. For instance, in the Alaska range above 5,000 feet, you will not find any game animals. I have never been above 5,000 feet in my life for sheep hunting in the Alaska range, and I have hunted the Alaska range from one end to the other for 25 years.

Much of the land is in private hands, 44 million acres held by the Natives. The millions of acres in glaciers and mountain tops, the 7.5 percent of the million acres were in parks before D-2. These are nonhunting areas. Ninety percent does not hold up when you start examining the real facts, and learn the true story about Alaska.

Much has been said about the rich hunters and guides in the last few years. Well, let me tell you about a few of the guides that lost out due to this D-2.

Senator MURKOWSKI. Would you summarize your remaining remarks, please.

Mr. ENGLE. I could give you some stories about a few of the Alaskans that have lost a great deal, millions of dollars have been lost in lodges, and in making a living. But to summarize it, what we are going to receive if this 12 million acres is again put back into the hands of the hunters, what it would do is it will put about 60 percent of the guides displaced by D-2 back in business.

It will relieve the pressures of the existing game resources. You will remember the figures that I gave you about the Department of Revenue. These are fairly constant over a period of years. In other words, the same amount of hunters. But since D-2, we have 24 million acres less to hunt.

It will mend a lot of fences, and right a great injustice done to 78 million hunters in America. I think that we realize that many, many hunters will never hunt on the lands of Alaska. But a yes vote to pass the Alaska national hunting bill, S. 49, will tell all of the hunters in the South 48 and around the world that they do indeed have a right to hunt, if they ever choose to hunt on these lands in Alaska.

[The prepared statement of Mr. Engle follows:]

(1)

CLARK ENGLE'S TESTIMONY BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER, HEARING ON S. 49 TO REDESIGNATE PUBLIC LAND IN ALASKA TO ALLOW HUNTING.

MR. CHAIRMAN AND SENTORS:

MY NAME IS CLARK ENGLE, I AM REPRESENTING THE ALASKA PROFESSIONAL HUNTERS ASSOCIATION.

I AM A MASTER GUIDE, PAST PRESIDENT OF THE PROFESSIONAL HUNTERS ASSOCIATION, PAST VICE PRESIDENT OF THE INTERNATIONAL PROFESSIONAL HUNTERS ASSOCIATION AND WAS A MEMBER OF THE ALASKA GUIDE LICENSE AND CONTROL BOARD FOR TEN YEARS. I HAVE BEEN A PROFESSIONAL HUNTER FOR 25 YEARS IN ALASKA. I MAKE MY COMPLETE LIVING IN THE HUNTING FIELD.

I TELL YOU THIS TO SHOW YOU MY CREDIBILITY TO SPEAK ON THE 12 MILLION ACRE ALASKA NATIONAL HUNTING BILL.

FIRST, I MUST APOLOGIZE THAT I AM THE ONLY ALASKAN GUIDE TO TESTITY BEFORE YOU ON THIS MATTER. YOU SEE IN DECEMBER OF 1980 THE CONGRESS PASSED THE D-2 LEGISLATION AND AUTOMATICALLY PUT 108 ALASKAN GUIDES OUT OF BUSINESS EITHER COMPLETELY OR PARTIALLY, THESE 108 GUIDES CAN NOT AFFORD TO COME TO WASHINGTON TO SPEAK UP FOR THEIR RIGHTS.

MR. CHAIRMAN, I WOULD LIKE TO READ INTO THE RECORD THESE NAMES OF INDIVIDUALS THAT HAVE LOST SO MUCH. (NAME OF 108 GUIDES)

TO BOIL THAT DOWN A LITTLE MORE, 47 GUIDES AFFECTED BY WRANGLEY ST ELIAS PARK, 12 GUIDES IN KATMAI, 16 GUIDES IN LAKE CLARK, 10 IN DENALI, 3 IN ANIACHAK, 2 IN GLACIER BAY AND 18 GUIDES AFFECTED IN GATES OF THE ARCTIC NATIONAL PARK.

OUR SURVEY FURTHER INDICATES THAT 688 SUPPORTING EMPLOYEES AND THEIR FAMILIES WERE CERTAINLY AFFECTED BY THE PARKS, THEY NO LONGER HAVE A JOB. THIS SAME SURVEY ALSO SHOWS THE GROSS LOSS OF APPROXIMATELY 9 MILLION DOLLARS A YEAR DIRECTLY TO THE GUIDES AND APPROXIMATELY 3 1/2 MILLION ON INCIDENTAL EXPENSES SUCH AS AIR FARE, HOTEL, GIFTS,

(2)

TAXIDERMIST, ETC.

THIS MONEY REPRESENTS ABOUT 14 TO 16 HUNDRED CLIENTS THAT ARE DENIED THE RIGHT TO HUNT EACH OF THE LAST TWO YFARS.

NOW, THE ANTI HUNTERS, AND YOU WILL NOTICE I USE THE WORD ANTI HUNTER, NOT CONSERVATIONIST, I CONSIDER THE GUIDES A VERY HIGH DEGREE OF CONSERVATIONIST, IF THEY WERE NOT THEY WOULD SOON BE OUT OF BUSINESS, IT IS JUST THAT SIMPLE. NOW, BACK TO WHAT THE ANTI HUNTERS HAVE BEEN SAYING ABOUT S39. THEY ARE CLAIMING S39 WILL ONLY BENEFIT THE RICH HUNTER AND THE GUIDES. THIS IS NOT TRUE, LET US TAKE A LOOK AT A FEW FIGURES OF ALASKA DEPT. OF REVENUE ABOUT HUNTING LICENSE, THEIR FIGURES INDICATE IN 1982 FOR INSTANCE 8270 NON RESIDENTS PURCHASED HUNTING LICENSE IN ALASKA, OF THESE 8270 APPROXIMATELY 40% ARE GUIDED HUNTS AND THE REST ARE HUNTING ON THEIR OWN. IN THE SAME TIME PERIOD 88,716 RESIDENTS PURCHASED HUNTING LICENSE. I WOULD VENTURE TO SAY 99.9 % OF THE RESIDENT HUNTERS HUNT WITHOUT A GUIDE, SO YOU SEE GUIDED HUNTS IN ALASKA ARE A SMALL AMOUNT COMPARED TO THE TOTAL. [illegible]

WHILE WE ARE ON THE SUBJECT OF ANTI HUNTERS, I WOULD LIKE TO DESPELL ANOTHER SO CALLED FACT THEY HAVE BEEN EXPOUNDING ON. THEY CLAIM 90% OF ALASKA IS LEFT TO THE HUNTERS, THEN WHY ARE WE TRYING TO GET BACK 12 MILLION ACRES MORE. LET ME TELL YOU A LITTLE ABOUT ALASKA's LANDS AND THE GAME POPULATION. MUCH OF THE LANDS DO NOT HAVE ANY GAME ON IT SUCH AS THE YUKON OR KUSKWIM RIVER FLATS. THESE SWAMPY AREAS ARE SIMPLY TO WET. ANYTHING ABOVE 5000 FT., FOR INSTANCE, IN THE ALASKA RANGE DOES NOT SUSTAIN ANY ANIMALS, TO MUCH ICE AND SNOW, THERE IS 44 MILLION ACRES OF PRIVATE LAND IN THE HANDS OF THE NATIVES. THERE ARE MILLIONS OF ACRES OF GLACIERS AND MOUNTAIN TOPS THAT SUSTAIN NOTHING. 7.5 MILLION ACRES WERE IN PARKS BEFORE D--2, THESE ARE NON HUNTING AREAS. THE 90% CLAIM DOES NOT HOLD UP WHEN YOU START EXAMINING THE REAL FACTS AND LEARNING THE TRUE STORY ABOUT ALASKA.

MUCH HAS BEEN SAID ABOUT THE RICH HUNTERS AND GUIDES IN THE LAST FEW YEARS, BUT LET ME TELL YOU ABOUT A FEW OF THE GUIDES THAT LOST OUT DUE

(3)

TO D-2.

HOPPY HARROWER, ONE OF THE TOP TROPHY SHEEP GUIDES, LOST EVERY THING IN THE WRANGELL MOUNTAIN PARK. HE HAS STRIVED FOR YEAR TO BUILD A REPUTATION AS A GUIDE THAT HIS CLIENTS TAKE 40 INCH OR BIGGER TROPHY RAMS. UNLESS THIS HUNTING BILL IS PASSED, HE IS PERMANENTLY OUT OF BUSINESS. HE IS 50 YEARS OLD TO LATE TO START AGAIN.

DOUG VADEN. HERE IS A GUIDE THAT HAS SUNK HIS COMPLETE LIFE IN HIS LODGE IN THE WRANGELL MOUNTAINS, HE HAS HORSES, AIRCRAFT, A RANCH, COMPLETE FACILITIES TO MAKE THE HUNTER COMFORABLE, HE STARTED WITH VIRTUALLY NOTHING, ALL HE WANTED WAS THE RIGHT TO MAKE A LIVING ALASKA STYLE. TODAY DUE TO THE PARK HE IS RIGHT BACK WHERE HE STARTED 20 YEARS AGO WITH VIRTUALLY NOTHING.

BUD HELMERICK, PROBABLY THE EPITOME OF THE GUIDING INDUSTRY ALONG WITH HIS SON, JAMES, WERE COMPLETELY WIPED OUT WITH D--2. BUD HAS SPENT A LIFE TIME UP IN THE BROOKS RANGE, RAISING A FAMILY, BUILDING A FUTURE FOR HIS SONS. WHAT A SHOCK IT MUST HAVE BEEN FOR BUD TO DISCOVER AFTER 35 YEARS IN THAT COUNTRY THAT ALL WAS LOST.

DENNIS HARMS HAS BEEN GUIDING 16 years. HE FOUND ALL OF HIS RESTRICTED GUIDE AREA TAKEN BY WRANGELL MOUNTAIN PARK. DENNIS IS A YOUNG MAN, SINCE HE LOST HIS GUIDE AREA, HE HAS TAKEN A CHANCE AND PURCHASED ANOTHER LODGE IN THE ALASKA RANGE AT THE COST OF $80,000 PLUS. IT WILL TAKE A LONG WHILE TO RECUPE THAT LOSS.

I, PERSONALLY LOST 158,000 ACRES OF MY RESTRICTED GUIDE AREA, THIS REPRESENTS ABOUT 1/3 OF MY TOTAL AREA. THIS AREA ALSO REPRESENTED ABOUT 80% OF MY CARIBOU HUNTING, 40% OF MY GRIZZLY HUNTING, 30% OF MY MOOSE HUNTING AND 10% OF MY SHEEP HUNTING. WITH THIS LOSS IT IS DIFFICULT TO CARRY ON GIVING THE CLIENT A FIRST CLASS HUNTING EXPERIENCE.

THESE STORIES ARE BUT A FEW OF THE GREAT LOSSES ALASKA HAS SUFFERED. IT IS A MUST THAT S39BE PASSED RETURNING 12 MILLION ACRES TO HUNTING.. YOU WILL NOTICE WE ARE NOT ASKING TO OPEN THESE LANDS TO FORESTRY, MINING, OIL EXPLORATION, JUST THE RIGHT TO HUNT THESE LANDS THAT HAVE BEEN HUNTED BY MAN FOR EONS OF TIME. When these lands are returned.

NO. 1. IT WILL PUT APPROXIMATELY 60% OF THE GUIDES DISPLACED BY D-2 BACK IN BUSINESS.

NO. 2 IT WILL RELIEVE THE PRESSURE ON THE EXISTING GAME RESOURCES.

YOU REMEMBER THE FIGURES I GAVE YOU FROM THE DEPT. OF REVENUE THESE ARE FAIRLY CONSTANT OVER THE YEARS, IN OTHER WORDS THE SAME AMOUNT OF HUNTERS, BUT SINCE D-2 WE HAVE 24 MILLION ACRES OF PARKS WE CAN NOT USE.

NO. 3 IT WILL MEND A LOT OF FENCES AND RIGHT A GREAT INJUSTICE DONE TO 78 MILLION HUNTERS IN AMERICA.

I THINK WE ALL REALIZE THAT MANY, MANY HUNTERS WILL NEVER HUNT ON THESE LANDS IN ALASKA. BUT A YES VOTE TO PASS THIS ALASKA NATIONAL HUNTING BILL S39 WILL TELL ALL THE 78 MILLION HUNTERS THAT INDEED THEY DO HAVE THE RIGHT TO HUNT if they ever chose ON THESE ALASKA LANDS

GUIDES AFFECTED BY d-2 LEGISLATION

UNIT 5
Wrangell Mtns./St. Elias

John Latham
Jim Keeline
Mike Branham
Dick Cox

Glacier Bay Monument

John Latham
Arnie Israelson

UNIT 6
Wrangell Mtns/St. Elias

Gene Needels
James Methany
Roland Stickney
Dick Gunlogson
Bill Ellis
Gordon Wendell
Ray McNutt
John Kinda
Ray Foldager

UNIT 9
Lake Clark

Keith Johnson
Ward Gay
Kirk Gay
John Swiss
John Erickson
Jay Mueller
Tony Oney
Henry Rust
Carl Thiele
A.W. Smith

Katmai Park

Ed King
Ben White
Ray Foldager
Dick Sjoden
Mike McBride
J. Meyers

Unit 9 - Katmai Park (cont.)

Al Burnett
Richard Jensen
R. Meyers
James Cann,
Jay Hammond
Jerry Meredith
Mario Cerami

Aniachak Park

Jeff Graham
Jack Lewis
Joe Mankins
Lee Holen

UNIT 11
Wrangell Mtns/St. Elias

Howard Knutson
Robert Dettinger
Frank Pease
Thomas Sperstad
Harry Peterson
Gene Needels
Dennis Harms
Jim Harrower
Tony Oney
Walter Cox
Clarence LaBounty
Doug Vaden
Tom Vaden
Charles Boyd
Roland Stickney
Leonard Yuknis
Ken Bunch
Gary LaRose
Ron Johnson
Cleo McMahan
Keith Johnson
Glenn Brewster
Maynard Perkins
Charles Edmunds
Bud Oldham
Lee Holen
Mary DeHart
Mel Gillis
Lee Hancock

Unit 11 - Wrangell Mtns/St. Elias (cont.)

Bill Ellis
Gordon Windell
Ivan Thoral

UNIT 12
Wrangell Mtns/St. Elias

Lee Hancock
Bill Ellis
Lee Holen

UNIT 13
Denali Park

Jim Bailey
Larry Rivers
Ray Atkins

UNIT 16
Denali Park

Graham Mower
Jim Bailey
Leonard Yuknis
Harby Packer

Lake Clark

George Faerber
Chris Branham
Ray Ferguson
George Kitchen
John Swiss
Ward Gay

UNIT 19
Denali & Lake Clark

Clark Engle
Jim Harrower
Chris Branham

UNIT 20
Denali

Lynn Castle
Wally Rochester
Berle Mercer

UNIT 23
Gates of the Arctic

Bernd Gaedeke
Jim Helmericks
Bud Helmericks
Sherman Smith
Nelson Walker
Chuck Keim

UNIT 24
Gates of the Arctic

Bernd Gaedeke
Chuck Keim
John Hankee
Jim Helmericks
Ron Lambert
Pete Merry
Rick Reakoff
Bob Tornalski
Les Fickus
Dan Wetzel
Charles Gray

UNIT 26
Gates of the Arctic

O.J. Smith
Bernd Gaedeke
Ron Hayes
Bill Fickes
James Helmericks
Rick Reakoff
Art Andreis

Senator MURKOWSKI. Thank you, Mr. Engle.
The next witness is Mr. Duane Smelser.

STATEMENT OF DUANE SMELSER, PRESIDENT, FOUNDATION FOR NORTH AMERICAN WILD SHEEP

Mr. SMELSER. I am Duane Smelser, president of the Foundation for North American Wild Sheep. I am here today to speak in support of S. 49, which we classify as 12 million acres of Alaskan lands to National Park Preserve.

The measure removes the recent prohibition on hunting on these traditional lands. Most importantly, it will enhance the scientific wildlife conservation of these areas for the benefit of the Alaska Dall sheep and other wildlife.

The Foundation of North American Wild Sheep is a nonprofit organization, which promotes the conservation of our continent's four wild sheep species. We fund programs to improve wildlife habitat, to research environmental and biological conditions affecting sheep, to transplant these animals into suitable areas, and to wisely manage them. Already, in 1983, the Foundation for North American Wild Sheep has raised well over $1 million to be used on these programs.

I do not think that you will be surprised to learn that the largest portion of our membership is hunters. As you have heard today, the sportsman, the hunter, the trapper, the fisherman, has throughout the century championed the cause of wildlife conservation.

It should also not surprise you then that we help to conduct programs on lands that may as well as may not be utilized for hunting. We do this because as all hunter conservationists, our first priority is maintaining the health and the abundance of wildlife.

That is the reason that we support S. 49. It is good for wild sheep and other Alaska wildlife. This bill will result in a significant bolstering of wildlife conservation programs. The redesignation of these 12 million acres from National Park to National Park Preserve will enable the Alaska Department of Fish and Game to greatly augment with manpower funds for the National Park Service wildlife management attempts.

The Park Service employs one wildlife biologist in all of Alaska. It has an annual budget of less than $50,000. The Alaska Department of Fish and Game employs 93 wildlife biologists, separate law enforcement units, and numerous other personnel. This department spends in excess of $10 million, and we heard $13 million today, annually for the game and nongame wildlife management.

The Alaska agency is clearly in a stronger position to manage wildlife on these lands. S. 49 will allow them to accomplish that. Since the 1980 enactment, wildlife biologists have been unable to closely study the sheep and other animals on the lands closed to hunting.

There is no doubt that they are losing track of the stability of these animal populations. In the past, when hunting was permitted. wildlife managers had much more information to use in formulating farreaching programs to benefit wildlife. This information has been provided by the hunter.

Surveys taken among hunters by fish and game biologists in years past have helped to provide excellent pictures of health, physical size, geographical distributions, and diets of the animals. This information is no longer available. However, under S. 49, these studies would resume.

How can wildlife managers learn more about wildlife unless they have access to all of the data that they need. Data, I should add, that they have had in the past. Hunting is a legitimate, biological, sound practice enjoyed by millions of Americans.

I think that it has been established that hunting on the proscribed 12 million acres will not come in conflict with other uses of these remote lands. The issue really boils down to a very simple question. Does Congress support hunting as a valid use of the resource as a vital tool in wildlife conservation?

Mr. Chairman, I thank you for the opportunity to address this committee today.

[The prepared statement of Mr. Smelser follows:]

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Statement of

DUANE SMELSER

concerning S. 49

Alaska National Hunting Bill

Public Lands and Reserved Water Subcommittee

of the

Senate Energy and Natural Resources Committee

Friday, April 15, 1983

Dirksen Senate Office Building

Washington, D. C.

Statement of Duane Smelser
concerning S. 49

Public Lands and Reserved Water Subcommittee
of the
Senate Energy and Natural Resources Committee

Hearing begins at 9:30 AM
Friday, April 15, 1983
Room 366
Dirksen Senate Office Building

I am Duane Smelser, President of the Foundation for North American Wild Sheep. I am here today to speak in support of S. 49 which reclassifies 12 million acres of Alaska lands to National Park Preserve. The measure removes the recent prohibition on hunting on these traditional lands. Most importantly, it will enhance scientific wildlife conservation of these areas for the benefit of the Alaska Dall sheep and other wildlife.

The Foundation for North American Wild Sheep is a non-profit organization which promotes the conservation of our continent's four wild sheep species. We fund programs to improve wildlife habitat, to research environmental and biological conditions affecting sheep, to transplant these animals into suitable areas and to wisely manage them. Already in 1983, the Foundation for North American Wild Sheep has raised well over one million dollars to be used in these programs.

I do not think you will be surprised to learn that the largest portion of our membership is hunters. As you have heard (or, will hear) today, the sportsman -- the hunter, trapper and fisherman -- has throughout the century championed the cause of wildlife conservation. It should also not surprise you, then, that we help to conduct programs on lands that may, as well as may not, be utilized for hunting. We do this because, like all hunter-conservationists, our first priority is maintaining the health and abundance of wildlife.

That is the reason we support S. 49. It is good for the wild sheep and other Alaska wildlife. This bill will result in a significant bolstering of wildlife conservation programs. The redesignation of these 12 million acres from National Park to National Park Preserve will enable the Alaska Department of Fish and Game to greatly augment with manpower and funds National Park Service wildlife management attempts.

The Park Service employs but one wildlife biologist in all of Alaska. He has an annual budget less than fifty thousand dollars. The Alaska Department of Fish and Game employs 93 wildlife biologists, a separate law enforcement unit and numerous other personnel. This department spends in excess of ten million dollars annually for game and non-game wildlife management. The Alaska agency is clearly in a stronger position to manage wildlife on these lands. S. 49 will allow them to accomplish that.

Since the 1980 enactment, wildlife biologists have been unable to closely study the sheep and other animals on the lands closed to hunting.

There is no doubt that they are losing track of the stability of these animals' populations. In the past, when hunting was permitted, wildlife managers have had much more information to use in formulating far-reaching programs to benefit wildlife. This information has been provided by the hunter. Surveys taken among hunters by Fish and Game biologists in years past have helped to provide an excellent picture of the health, physical size, geographic distribution and diet of the animals.

This information is no longer available. However, under S. 49, these studies would resume. How can wildlife managers learn more about wildlife unless they have access to all the data they need. Data, I should add, that they have had in the past.

Hunting is a legitimate and biologically sound practice enjoyed by millions of Americans. I think it has been established that hunting on the prescribed 12 million acres will not conflict with other uses of these remote lands. The issue really boils down to a very simple question: Does Congress support hunting as a valid use of a resource and as a vital tool in wildlife conservation?

Mr. Chairman, I thank you for the opportunity to address the Subcommittee today.

Senator MURKOWSKI. Thank you, very much, for that testimony, Mr. Smelser.

Mr. SMELSER. I am going to be asked to be excused. I have a plane to catch.

Senator MURKOWSKI. Thank you. You may be excused, Mr. Smelser.

Mr. SMELSER. Thank you.

Senator MURKOWSKI. Mr. Donald Hoyt.

STATEMENT OF DONALD HOYT, SR., PRESIDENT AND CHIEF EXECUTIVE OFFICER, NATIONAL TRAPPERS ASSOCIATION

Mr. HOYT. Mr. Chairman, my name is Don Hoyt. I am the president and chief executive officer of the National Trappers Association. The NTA is the parent organization of 50 affiliated State Trappers Associations. The following testimony is presented on behalf of our affiliate in Alaska, the Alaska Trappers Association.

The Alaska Trappers Association is a group of some 900 members dedicated to the furtherance of fur bearing management and trapper education in Alaska. We are the organized wildlife user group in Alaska. As such, we have great interest in the reopening of Alaska lands to trapping.

We appreciate the opportunity to comment on this bill, and urge its passage. Unreasonable executive edicts and legislation which halted many traditional activities such as trapping on much of Alaska, and the resulting nonmanagement by the National Park Service has resulted in obvious injustices.

It has been an injustice to the people who responsibly used the areas for years and years. It has been an injustice to the wildlife resource. We hope that these injustices may at least be partially righted by the passage of this bill.

As conservationists in the traditional sense we, too, are outraged at real threats to the wilderness where we trap. But the outright deception by those who wish our wilderness closed to the taking of fur animals allegedly to save it from development has been most frustrating from the onset.

This legislation appears to very clearly offer each legislator an opportunity to cast his vote either for or against the concept of trapping, regulated harvest, and sound wildlife management. It is clear the development will still be prohibited in these areas.

The original deception will not work this time for the opponents. We will know which organizations support conservation, and which still claim the myth of preservation.

The most argument that we have heard advanced to date against the legislation is that it will somehow set a precedent for opening for all national parks to trapping. While, obviously, this would be a demonstration of dedication to conservation by the Congress and the National Park Service, it does not appear to be the first case.

Congress has already used its concept several times in the lower 48 States, and indeed in nearly all of the new Alaskan parks, as all of the areas considered in this legislation are already open to trapping. While the law discriminates against most U.S. citizens, and in fact against 80 percent of Alaskans, the fact is that the select few are allowed to trap.

If the advocates of ANILCA were truly worried about this integrity of the Nation's parks, 5 years ago would have been the time to fight it. While this legislation does not have nearly the scope that it should have to restore the rights of trappers in Alaska, it makes definite progress.

We support the legislation as a demonstration to the return to the concept of conservation of wildlife, and of recognition that those of us who pursue our vocations and advocations in the wilderness have indeed been wrong.

We have used these areas for years. The fact that after our use, the areas appeared so untouched as to still be considered a wilderness fit to be called a national treasure should be proof enough that we were wrong by being driven from them.

We support this legislation as an important step toward righting this wrong. I remain sincerely and respectfully yours, Alan C. Jones, president, Alaska Trappers Association.

The National Trappers Association wholeheartedly supports the position of our affiliate in Alaska while pointing out that conservation means wise use. It does not mean nonuse. Thank you.

[The prepared statement of Mr. Hoyt follows:]

TESTIMONY - S 49 - 4/15/83

MR. CHAIRMAN, COMMITTEE MEMBERS, MY NAME IS DON HOYT. I AM THE PRESIDENT AND CHIEF EXECUTIVE OFFICER OF THE NATIONAL TRAPPERS ASSOCIATION. THE NTA IS THE PARENT ORGANIZATION OF 50 AFFILIATED STATE TRAPPERS ASSOCIATIONS. THE FOLLOWING TESTIMONY IS PRESENTED IN BEHALF OF OUR AFFILIATE IN ALASKA, THE ALASKA TRAPPERS ASSOCIATION:

THE ALASKA TRAPPERS ASSOCIATION IS A GROUP OF SOME 900 MEMBERS DEDICATED TO THE FURTHERANCE OF FURBEARER MANAGEMENT AND TRAPPER EDUCATION IN ALASKA. WE ARE THE LARGEST ORGANIZED WILDLIFE USER GROUP IN ALASKA AND, AS SUCH, HAVE GREAT INTEREST IN THE RE-OPENING OF ALASKA LANDS TO TRAPPING. WE APPRECIATE THE OPPORTUNITY TO COMMENT ON THIS BILL AND URGE IT'S PASSAGE.

UNREASONABLE EXECUTIVE EDICTS AND LEGISLATION WHICH HALTED MANY TRADITIONAL ACTIVITIES, SUCH AS TRAPPING ON MUCH OF ALASKA, AND THE RESULTING NON-MANAGEMENT BY THE NATIONAL PARKS SERVICE HAS RESULTED IN OBVIOUS MISJUSTICES. IT HAS BEEN A MISJUSTICE TO THE PEOPLE WHO RESPONSIBLY USED THE AREAS FOR YEARS AND YEARS, AND IT HAS BEEN A MISJUSTICE TO THE WILDLIFE RESOURCE. WE HOPE THAT THESE MISJUSTICES MAY BE AT LEAST PARTIALLY RIGHTED BY THE PASSAGE OF THIS BILL.

AS CONSERVATIONISTS IN THE TRADITIONAL SENSE, WE TOO ARE OUTRAGED AT REAL THREATS TO THE WILDERNESS WHERE WE TRAP. BUT THE OUTRIGHT DECEPTION BY THOSE WHO WISH OUR WILDERNESS CLOSED TO THE TAKING OF FUR ANIMALS, ALLEDGEDLY TO SAVE IT FROM DEVELOPEMENT, HAS BEEN MOST FRUSTRATING FROM THE ONSET. THIS LEGISLATION APPEARS TO VERY CLEARLY OFFER EACH LEGISLATOR AN OPPORTUNITY TO CAST HIS VOTE EITHER FOR OR AGAINST THE CONCEPT OF TRAPPING, REGULATED HARVEST, AND SOUND WILDLIFE MANAGEMENT. IT IS CLEAR THAT DEVELOPEMENT WILL STILL BE PROHIBITED IN THESE AREAS; THE ORIGINAL DECEPTION WILL NOT WORK THIS TIME FOR THE OPPONENTS. WE WILL KNOW WHICH ORGANIZATIONS SUPPORT CONSERVATION AND WHICH STILL CLING TO THE MYTH OF PRESERVATION. (OVER)

THE MOST COMMON ARGUMENT WE HAVE HEARD ADVANCED TO DATE AGAINST THE LEGISLATION IS THAT IT WILL SOMEHOW SET A PRECEDENT FOR OPENING ALL NATIONAL PARKS TO TRAPPING. WHILE OBVIOUSLY THIS WOULD BE A DEMONSTRATION OF DEDICATION TO CONSERVATION BY THE CONGRESS AND THE NATIONAL PARKS SERVICE, IT DOES NOT APPEAR TO BE THE FIRST CASE. CONGRESS HAS ALREADY ADVANCED THIS CONCEPT SEVERAL TIMES IN THE LOWER 48 STATES AND INDEED, IN NEARLY ALL THE NEW ALASKAN PARKS, AS ALL THE AREAS CONSIDERED IN THIS LEGISLATION ARE ALREADY OPEN TO TRAPPING. WHILE THE LAW DISCRIMINATES AGAINST MOST UNITED STATES CITIZENS AND, IN FACT, AGAINST 80% OF ALASKANS, THE FACT IS THAT A SELECT FEW ARE ALLOWED TO TRAP. IF THE ADVOCATES OF A.N.I.L.C.A. WERE TRULY WORRIED ABOUT THIS INTEGRITY OF THE NATION'S PARKS, FIVE YEARS AGO WOULD HAVE BEEN THE TIME TO FIGHT IT.

WHILE THIS LEGISLATION DOES NOT HAVE NEARLY THE SCOPE THAT IT SHOULD HAVE TO RESTORE THE RIGHTS OF TRAPPERS IN ALASKA, IT MAKES DEFINITE PROGRESS. WE SUPPORT THE LEGISLATION AS A DEMONSTRATION OF A RETURN TO THE CONCEPT OF CONSERVATION OF WILDLIFE, AND OF RECOGNITION THAT THOSE OF US WHO PURSUE OUR VOCATIONS AND AVOCATIONS IN THE WILDERNESS HAVE INDEED BEEN WRONGED.

WE HAVE USED THESE AREAS FOR YEARS. THE FACT THAT AFTER OUR USE, THE THE AREAS APPEARED SO UNTOUCHED AS TO STILL BE CONSIDERED A WILDERNESS FIT TO BE CALLED A NATIONAL TREASURE,SHOULD BE PROOF ENOUGH THAT WE WERE WRONGED BY BEING DRIVEN FROM THEM. WE SUPPORT THIS LEGISLATION AS AN IMPORTANT STEP TOWARD RIGHTING THIS WRONG. I REMAIN SINCERELY AND RESPECTFULLY YOURS,

ALAN C. JONES, PRESIDENT, ALASKA TRAPPERS ASSOC.

THE NATIONAL TRAPPERS ASSOCIATION WHOLEHEARTEDLY SUPPORTS THE POSITION OF OUR AFFILIATE IN ALASKA, WHILE POINTING OUT THAT "CONSERVATION" MEANS "WISE USE". IT DOES NOT MEAN "NON-USE". THANK YOU FOR LISTENING.

Senator MURKOWSKI. Thank you, very much, Mr. Hoyt.

Mr. Stephen Boynton, Washington counsel, American Fur Resources Institute.

STATEMENT OF STEPHEN S. BOYNTON, WASHINGTON COUNSEL, AMERICAN FUR RESOURCES INSTITUTE

Mr. BOYNTON. Thank you, very much, Mr. Chairman.

My name is Stephen S. Boynton, Washington counsel for the American Fur Resources Institute. AFRI represents trappers and rural fur buyers throughout the United States. There are approximately 500,000 men, women, and young people in this Nation who produce between 300 and 400 million dollars' worth of fur pelts annually.

In the State of Alaska, there are approximately 22,000 licensed trappers who produce in excess of 4 million dollars' worth of raw fur pelts annually. The total fur trade is a $1 billion industry, and one of the few that enjoys a favorable balance of trade.

The trappers and members of the fur industry vigorously support wildlife conservation, and sincerely believe that through proper professional wildlife management as administered by the Federal and State authorities, that renewable fur bearer resources can be utilized for the benefit of wildlife and man.

As has been pointed out, the specific issue before this committee is whether or not it is appropriate to open up 12 million acres of land to permit hunting and trapping. One of the obvious dangers in this review, of course, is renewal of the debate that centered around the passage of the Alaska National Interests Land Conservation Act of 1980. As we have seen here this morning and this afternoon, many organizations and individuals who would oppose S. 49 would attempt to cloud the issue by renewing arguments centering on economic development issues.

We sincerely hope that this subcommittee, the commmittee, and Congress will not be dissuaded by that approach, but center its deliberations on the specific issue embodied in S. 49. The serious issue is concerning the Federal role in proscribing outdoor activity on this lands, and it is the question of whether or not certain activitiy from multiple visitors will be in conflict with the basic use of the land, or in any way endanger the resources of that land.

One of the basic threads running through any wildlife management program is the institution or regulations which permit the taking of certain species resulting from surplus populations, thus controlling the species at optimal sustainable population consistent with their habitat.

Obviously, certain conditions can vary this regulatory approach, and constant attention is needed to prevent overpopulation which can result in habitat destruction, lack of food source, and disease.

Clearly, such an approach to the management of wildlife on the proposed acreage is in no way inconsistent with the purposes of National Park Preserves. We, by congressional definition, indicate that there is no threat to the resources involved. It is a financial fact that hunters, trappers, and fishermen support the major portion of wildlife management's programs throughout the United States.

As to hunting and trapping, the wildlife managers are able to obtain considerable data from annual harvest, which in turn materially assists them in their wildlife management programs. Clearly, through lack of financial resources and personnel, such data would not otherwise be available.

This is clearly the case on three of the fur bearers that presently appear on appendix 2 of the Convention on International Trade and Endangered Species of Wild Fauna and Flora. The harvest data provided by the trappers since the listing on appendix 2 has clearly erased any doubt that the lynx, bobcat, or river otter are species threatened with endangerment.

In fact, next week the United States will be supporting proposals to delist these species from that status at the fourth meeting of the parties of CITES. Much of the scientific data supporting those positions came from regulated harvest of those species.

The second compelling point other than the benefits derived from wildlife management programs is the fact that hunting and trapping on areas designated in S. 49 will in no way conflict with multiple use of these parks by visitors.

The experience in our national park system has indicated that hunting and trapping can be consistent with multiple park use depending on the geographical location and accessibility of the land in absence of conflict of other uses of the park.

In most cases, nontrappers and nonhunters do not visit the parks during the season in which the activity is permitted.

Senator MURKOWSKI. I ask you to summarize your statement.

Mr. BOYNTON. In sum, Mr. Chairman, the questions concerning wildlife management and consistent multiple park use are answerable under the facts. The only remaining issue, I submit, is whether or not the Congress will appreciate that hunting and trapping is not inconsistent with those park activities.

It has been summarized here that that is not the issue, that is not an antihunting and trapping issue. And I submit that is the only issue remaining before this committee.

Thank you, Mr. Chairman.

[The prepared statement of Mr. Boynton follows:]

STATEMENT OF THE
AMERICAN FUR RESOURCES INSTITUTE
BEFORE THE
SENATE COMMITTEE ON
ENERGY AND RESOURCES
ON S.49

APRIL 15, 1983

THE AMERICAN FUR RESOURCES INSTITUTE
"America's Oldest Industry"
1901 NORTH FT. MYER DRIVE
ARLINGTON, VIRGINIA 22209
(703) 243-1087

MR. CHAIRMAN: My name is Stephen S. Boynton, Washington Counsel, for the American Fur Resources Institute (AFRI). AFRI represents trappers and rural fur buyers throughout the United States. The Fur Takers of America (FTA) have also authorized me to present this testimony on their behalf. We sincerely appreciate the opportunity to appear before this Committee to present testimony concerning S.49.

There are 500,000 men, women and young people who are trappers in this nation who produce between 300 and 400 million dollars worth of fur pelts annually. The total fur trade is a billion dollar industry and one of the few that enjoys a favorable balance of trade. The trappers and members of the fur industry vigorously support wildlife conservation and sincerely believe that through proper professional wildlife management, as administered by the states, the renewable fur bearer resources can be utilized for the benefit of wildlife and man.

The specific issue before this Committee is whether or not it is appropriate to open up 12 million acres of land to permit hunting and trapping. One of the obvious dangers in this review is, of course, the renewal of the debate that centered around the passage of the Alaskan National Interest Land Conservation Act of 1980. I am confident that many organizations and individuals who would oppose S.49 will attempt to cloud the issue by renewing arguments centered on economic development including exploration, logging, mining and other such issues. We sincerely hope that this Committee and the Congress will not be dissuaded by that approach but center their deliberations on the specific issue embodied in S.49.

The serious issue concerning the Federal role in prescribing outdoor activity on these lands is the question of whether or not certain activity from multiple visitors will be in conflict with the basic use of the land or in any way endanger the resources on that land.

First of all, it must be emphasized that the management of wildlife on this land is, and would be, under the strict control of the Alaska Department of Fish and Game which is charged with the responsibility of wildlife management under professional and scientific guidelines. No one can seriously charge that this agency has, or intends, to in any way exploit or institute programs that do not have that basic concept as a guiding principle.

One of the basic threads running through any wildlife management program is the institution of regulations which permit the taking of certain species resulting from surplus populations thus controlling the species at an optimum sustainable population consistent with their habitat. Obviously, certain conditions can vary this regulatory approach and constant attention is needed to prevent over population which can result in habitat destruction, lack of food source and disease. Clearly, such an approach to the management of wildlife on the proposed acreage is in no way inconsistent with the purposes of National Park Preserves which, by Congressional definition, indicates that there is no threat to the resources involved.

It is a financial fact that hunters, trappers and fisherman support the major portion of wildlife management programs throughout the United States. Over 500 million dollars is raised annually through licenses, permits and taxes on sporting equipment which directly goes to support wildlife management. In the state of Alaska this amounts to approximately 18.5 million dollars a year.

As to hunting and trapping, the wildlife managers are able to obtain considerable data from the annual harvests which, in turn, materially assists them in their wildlife management programs. Clearly, through lack of financial resources and personnel, such data would not be otherwise available. This is clearly the case on three fur bearers that appear on Appendix II of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES). The harvest data provided by trappers since the listing on Appendix II has clearly erased any doubt that the lynx, bobcat and river otter are species threatened with endangerment. In fact, next week the United States will be supporting proposals to delist these species from that status. Much of the scientific data supporting those positions came from regulated harvests of the species.

The second compelling point other than the benefits derived to the wildlife management programs is the fact that hunting and trapping on the areas designated in S.49 will in no way conflict with multiple use of these parks by visitors. The experience in our national park system has indicated that hunting and trapping can be consistent with multiple park use depending on the geographical location and accessibility of the land and the absence of conflict to other uses of the park. In most cases, non-trappers and non-hunters do not visit the parks during the season in which this activity is permitted. In most cases, and particularly in the land designated in S.49, the areas are most remote and do not lend themself to visitations by persons other than trappers and hunters during hunting and trapping seasons. Ever since the national park system was created, this has been the flexible policy of the National Park Service. There are obviously parks where hunting and trapping as well as other activities such as camping, snow mobile use, water skiing and other recreationsl pursuits should be prohibited because it is not consistent with the park use. On the other hand, when it is clearly consistent and does not violate any rational wildlife management use, such activity should be permitted and not banned due to arguments that are obviously based on emotionalism and not fact.

In sum, Mr. Chairman, the questions concerning wildlife management and consistent multiple park use are answerable under the facts; the only remaining issue seems to be a decision based upon whether or not Congress appreciates that hunting and trapping are not inconsistent activities for our park lands. Eliminating the emotional position of the anti hunter and trapper group, Congress is left with a decision of whether the right to hunt and trap is an accepted outdoor recreational activity and a wise and proper use of our natural renewable resources. Through active scientific and professional wildlife management, our wildlife populations are in many ways in better condition than they were a hundred years ago. The days of over exploitation are gone and through federal and state regulations and laws wildlife populations have reached stable and viable population levels. It is respectfully submitted, therefore, that the intent and purpose of S.49 is clearly supportable through a factual basis of rational use of our park land. To conclude otherwise would be only to support a position that hunting and trapping are not consistent with any land use or any wildlife management programs. History and the present day circumstances dictate that this is clearly not the case.

Senator MURKOWSKI. Thank you, very much. I do appreciate that to the point testimony.

Our next witness is Mr. Keith Apple from Anchorage, who is a sports hunter and artist.

Would you please identify yourself, Mr. Apple?

STATEMENT OF KEITH APPLE, ANCHORAGE, ALASKA

Mr. APPLE. My name is Keith Apple, and I am a resident of Alaska, where I have lived with my family for the past 23 years. I am a practicing artist, and former chairman of the Art Department of the University of Alaska, Anchorage. I have postgraduate degrees with majors in biology and art.

As a producing artist, I see the romantic qualities of our great State of Alaska. I have revered the State, its land, its people, its plants, and its animals in my work as an artist.

As someone trained in biology, I take a more pragmatic view of the issue before us today. I speak as an individual, and my words are from my personal point of view as an Alaskan resident. I do not represent any official organization.

As an artist, I am here with a group of fellow Alaskan artists who currently have an exhibition in the Rotunda of the Russell Building. That exhibit reflects the lifestyle that exists in Alaska. It embraces hunting, fishing, and gathering in its subject matter as a way of life. I hope that you will take the time to see it.

Thirteen years ago, I did an exhibit called that State of the State. One of those pieces was titled Ranger Rick Morton's Recurring Dream. It was about the wilderness area surrounding the Wrangell Mountain area. It was a group of about 12 pieces, and toured the United States for about 1 year. I would like to describe that particular work, because to me it was a very important one.

It shows an entry way to a national park, which I designated as Wrangell Wilderness Area. It was not an official name. Underneath that sign, like park signs are, they have other things that they hang on designating different considerations for the space that that park has.

Under that sign it said, "Wrangell Wilderness Area." It said, "No Hunting, No Fishing, No Trapping, No Horses, No Fires, No Hiking." There was a long list of things that went down. At the bottom hooked on as an afterthought, it simply said, "No Nothing."

I did not realize that that prophecy would have some sort of reality in my lifetime. In parts of that Wrangell Wilderness Area, during the past 23 years of my Alaskan residency, I have hiked over every major watershed in that mountain area.

I have been up to Chitina, Nezeena, the Nebesna, the Long, Logan, the White, the McCarthy. I have seen the winter kills of the mature rams on the Hawkins, the Chitina, and the Nezeena.

If these areas remain closed to hunting, we will see further loss through winter kills of a prime renewable resource. The point is with a renewable resource, if we do not use it, we shall certainly lose it. It is unrealistic not to use the resource. If you have seen the waste through winter kills anywhere, you know what I am referring to.

These are extremely remote and inaccessible areas. I have never seen anything but an occasional sheep hunter in these particular remote spaces. I have never seen a single backpacker in over 20 years of going into that area.

Hunting in Alaska is a fact and a way of life. My children have been raised on this renewable resource. The fish, fowl, and mammals have been a mainstay in their diet. Yet, I do not qualify as a subsistence hunter. As a cosmopolitan dweller, I must travel long distances to hunt. Some of the best and most available areas have been taken away.

Gentlemen, the heart has been cut out of the watermelon. The rind remains, and I am not fond of watermelon rind. I spend a great deal of my time in this wilderness, more time than many of those people who have subsistence rights to take animals.

I find that I have developed a resentment to the use of the word sport hunting, and its obvious connotation and classification as opposed to subsistence hunting. I have many friends who are classified as subsistence hunters. They have invited me to have some of the meats from their hunts, to participate with them, but not as a hunter, but as a packer.

But this has created two classes of citizens. It has created prejudice between rural and urban dwellers. It has created a rift between Natives and non-Natives. It has pulled our State apart.

I submit that if you had a raspberry patch in your backyard that only produced berries, and someone disallowed your selection of those berries as a renewable resource, and you saw them falling on the ground wasted, you might be dismayed.

But even more disconcerting and unfair is that your neighbor can pick those same raspberries while you hike to the store to purchase your sour grape substitute. More ridiculous is to go looking for your raspberries where no raspberries exist.

Again, it is patently unfair. It creates prejudice, it pits urban against urban dwellers. This amendment is not a casual concern of Alaskans. It is a very serious one that we deal with daily in many forms. The problem needs to be rectified.

It is my feeling that this hunter's equity act will do just that. Finally, let us make it clear that it is an issue of hunters versus antihunters. But it is also a matter of autonomy in allowing State Department of Fish and Game to manage its own resources.

Our Alaska Department of Fish and Game is outstanding in its capabilities, and stands ready to assume the responsibilities for its own natural resources.

Senator MURKOWSKI. I would ask you to summarize your remaining remarks, please.

Mr. APPLE. In retrospect, I am talking about the Alaska where I have chosen to live and raise my family. It is my backyard. I love Alaska, and feel very protective of it, and the sensible conservation of its resources. Figuratively speaking, I would not disallow anyone access to their own backyard. I sincerely hope that I will not be disallowed access to mine.

Thank you.

Senator MURKOWSKI. Thank you, very much. We appreciate your testimony, Mr. Apple. I want to thank the other members of the panel. I particularly recognize the sacrifice that was made from

Mr. Engle to journey down from Alaska and be present, and submit his testimony on behalf of the Alaska Hunters and Guide Association.

Thank you, Mr. Apple, in your dual purpose in availing us of your artistic abilities, and that of your other colleagues that are in Washington at this time with the exhibition in the Senate Rotunda in the Russell Building.

I also thank the rest of the panel members who made a significant sacrifice to come down here, and speak on behalf of this legislation. Thank you, gentlemen.

We will move to panel five, which is the last panel. I would ask all those who are still with us to approach the witness table. Mr. Don Schmiege from Juneau; Sue Russell, director of Friends of the Animals, Washington, D.C.; Mrs. Lyons Brown, member of the board of directors, National Audubon Society, and a member of the former National Affairs Committee of the Garden Club of America, and trustee of the National Parks and Conservation Association, Harrods, Ky.; Allen Smith, president of the Defenders of the Wildlife. Ernie Day, I believe, is not with us. Mrs. Reid Johnson, National Affairs and Legislative Committee of the Garden Club of America of Maryland.

I would ask in consideration of Mrs. Lyons Brown, who is attempting to catch an airplane, that she be the first witness. I assure you gentlemen and ladies, that should you wish to submit your testimony for the record, it will be included in its entirety. We would appreciate any summations that you would care to make. I would again remind you of the time limitation.

Mrs. Brown, welcome to the committee, and please proceed.

STATEMENT OF W. L. LYONS BROWN, TRUSTEE OF THE NATIONAL PARKS AND CONSERVATION ASSOCIATION, BOARD MEMBER OF THE NATIONAL AUDUBON SOCIETY, AND MEMBER OF THE NATIONAL AFFAIRS COMMITTEE OF THE GARDEN CLUB OF AMERICA

Ms. Brown. Mr. Chairman and members of the committee, I appreciate the opportunity of coming from Kentucky today to express my strong opposition to S. 49, and to address the issue to change the status of 12 million acres of Alaska's parklands only established as national parkland in order to permit sport hunting on them.

My name is Mrs. Lyons Brown, but I am speaking as a private citizen. I bought my own plane ticket today. I am speaking as one of the thousands of Americans across our country who worked and followed the details that led to the passage of the Alaska National Interests Lands Conservation Act in 1980.

Although I am a member of many conservation organizations, and have been involved in them, I am speaking as a private citizen. I consider that that was one of the greatest pieces of land and wildlife conservation legislation that has been passed since Yellowstone National Park was created in 1882.

My own concern for Alaska is deep for I was born there. I have had great pride in learning of the importance of Alaska's wilderness, its incomparable wildlife, its majestic scenery, it's awe inspiring beauty, and the impact that Alaska's vast and unspoiled ecosystem has had on the rest of the world.

Too few people understand that protected natural habitat is mandatory to the support of the diversity of plant and animal species, and that there are too few places on Earth that are left intact. The national parks do give this protection.

It took 4 years to reach a compromise between all of the many interests which competed in the long debates which led to the passage of the act. It is a mistake, in my opinion, to open this at this early time, only 2½ years after the passage of the act, and to remove from protection 12 million acres to allow sport hunting on them.

It it untimely, and it is a flagrant affront to all those who worked for 4 years in both Houses of the Congress, and to the painstaking early efforts at compromise on the Alaska Lands Act by the Energy and Natural Resources Committee, and to all of the Americans who strove for a fair and acceptable bill.

Many of the points, Mr. Chairman, have already been made, and I will run through quickly. But the bill did provide two thirds of Alaska to be open for development of gas, oil, and minerals, and timber, likely so because we depend on the natural resources of Alaska for those we have exhausted in other parts of our country.

The bill still did give protection to parks, refuges, and preserves. Of the 375 million acres of Alaska, as has been pointed out, 346 are already open to sport hunting. Although, if I may digress, we all know that game does not exist everywhere. But as is so clearly shown on that map and all of the others, the places where the game exists would not be protected, and would not be available for future hunters, if we do not move very carefully in the protection of what is there now.

Only 8 percent of the land in the State is now being closed. This is a very small percentage. I agree with Secretary Andrus that it is much better to err on the side of being cautious than to wish that you had. When you consider the National Redwoods Forest, we only took 48 million acres in the beginning, and it cost an enormous sum to add to that park, because we did not do in the beginning what should have been done with more careful consideration.

The Senate Energy and Natural Resources Committee records reveal that hunting interests were carefully considered to insure that prime hunting areas were not all put into parkland. My figures indicate that 81 percent of the Dall sheep in the Wrangell Mountains area are in the Wrangell-St. Elias preserve where hunting is permitted rather than in the adjoining National Park.

It seems obvious that to downgrade land in Alaska from the protection from park status to that of national preserve does pose an imminent threat to our other parklands. And I am concerned that if this amendment is passed, other amendments involving other issues than hunting will be brought before the Congress.

Senator MURKOWSKI. May I ask you to summarize your remaining remarks?

Ms. BROWN. Yes; since the animal and plant life are inseparable in native habitats, it should be remembered that thousands of wildlife species adapted through natural evolution in protected areas, and are disappearing before we have been even able to evaluate their use to mankind in terms of food, genetic material, and medicine, the plants and animals are inseparable. By the Alaska Lands Act, 24.5 million acres were added.

In closing, I urge the members of this committee to allow the Alaska National Interests Lands Conservation Act to remain intact for the long-range best interests of the national parks, and for the people of the United States, and to insure that Alaska's parks be unimpaired for the enlightment of future generations.

[The prepared statement of Ms. Brown follows:]

STATEMENT OF MRS. W. L. LYONS BROWN
TRUSTEE OF THE NATIONAL PARKS AND CONSERVATION ASSOCIATION, BOARD MEMBER OF THE NATIONAL AUDUBON SOCIETY, AND MEMBER OF THE NATIONAL AFFAIRS COMMITTEE OF THE GARDEN CLUB OF AMERICA TO THE PUBLIC LANDS AND RESERVED WATER SUBCOMMITTEE OF THE SENATE ENERGY AND NATURAL RESOURCES COMMITTEE

April 15, 1983

Mr. Chairman and Members of the Committee:

I appreciate the opportunity of coming from Kentucky today to express my strong opposition to S.49 and to address the issue of changing the status of 12,000,000 acres of Alaska's lands already established as national parkland in order to permit sport hunting on them. I am Mrs. Lyons Brown. I am speaking as a private citizen and as one of the thousands of Americans who worked for the passage of the Alaska National Interest Lands Conservation Act in 1980. I consider that it was one of the greatest pieces of land and wildlife conservation legislation passed since Yellowstone National Park was created in 1882.

My own concern for Alaska is deep for I was born there. I have had great pride in learning of the importance of Alaska's wilderness, its incomparable wildlife, its majestic scenery and awe-inspiring beauty, and of the impact that Alaska's vast, unspoiled ecosystem has had on the rest of the world. Too few people seem to understand that protected natural habitat is mandatory to support the diversity of plant and animal species whose existence on earth is closely bound to our own.

To attempt after only two and a half years to reopen the Alaska National Interest Lands Conservation Act and the boundaries of Alaska national parklands and to remove protection from 12,000,000 acres to allow sport hunting on them is a flagrant affront to all those who worked for four years in both houses of the Congress, to the painstaking earlier efforts at compromise on the Alaska Lands Act by the Energy and Natural Resources Committee, and to the hundreds of Americans who strove to create a fair and acceptable bill.

The bill provided for two-thirds of Alaska to be open for development of gas, oil, minerals, and timber while still giving protection to parks, refuges, and preserves. Of the 375,000,000 acres of Alaska, 320,000,000 are already open to sport hunting. Only 8 percent of all the land in the state is closed to sport hunting by virture of being national parkland. The Senate Energy and Natural Resources Committee record reveals that hunting interests were carefully considered to insure that the prime hunting areas were not put into parkland. For example, 81 percent of the Dall sheep in the

Wrangell Mountains area are in the Wrangell-St. Elias Preserve where hunting is permitted rather than in the adjoining national park. Also, subsistence hunting is allowed throughout the state, including almost all of the national parks.

It seems obvious that to downgrade land in Alaska from the protection of national park status to that of national preserve poses an imminent threat to our other national parklands.

May I make it clear that I believe in hunting and game management. Populations of wildlife are kept strong and under control by predators, and certainly man is also a predator. I believe in all measures that help to increase game and wildlife populations and, therefore, recognize the added value of the national parks as refuges and reservoirs to provide breeding grounds for game animals. Many of our native species require large areas in order to live. The Alaskan grizzly bear, for instance, requires about 100 square miles of territory per animal.

Since animal and plant life are inseparable in native habitats, it should be remembered that thousands of wildlife species, adapted through natural evolution in protected areas are disappearing before we have even been able to evaluate their use to mankind in terms of medicine, food, or genetic material.

In closing, Mr. Chairman, I urge the Congress to allow the Alaska National Interest Lands Conservation Act to remain intact for the long-range, best interests of the national parks and the people of the United States, and to insure that the parks be unimpaired for the enjoyment of future generations.

Senator **Murkowski**. Thank you, Mrs. Brown. I do appreciate your testimony, and your entire statement will be noted in the record. I believe that you want to be excused.

Ms. **Brown**. Yes, please.

Senator **Murkowski**. Could I ask one question?

Ms. **Brown**. Yes.

Senator **Murkowski**. Do you oppose hunting philosophically?

Ms. **Brown**. Oh, just then you said summarize. I, Mr. Chairman, am a hunter. I believe in hunting. I believe that man is also a predator. But I do not believe in hunting in the national parks.

Senator **Murkowski**. Thank you.

Ms. **Brown**. Everybody seemed to have to testify about the kind of gun they have. I have not greatly reduced the quail and duck populations. I wish that I were a better shot.

Senator **Murkowski**. You, like I, have shot a few holes in the sky then.

Ms. **Brown**. My gun is a Parker over and under.

Senator **Murkowski**. That is a very fine gun.

Ms. Brown, thank you, very much, for your testimony. I do assume that you had an opportunity in the testimony previously given to note the effort to distinguish between the parks and the park preserves.

Ms. **Brown**. Mr. Chairman, we have an event in Kentucky on the first Saturday in May which took more time than I was able to devote to my testimony. I would like to submit a better and more carefully worded statement.

Senator **Murkowski**. What you might do for the benefit of those who have sat through several hours of testimony is to give us a tip as to just what your thinking is in regard to that major event that is going to occur in Kentucky next weekend that I am not going to go to.

Our next witness is Allen Smith, president, Defenders of the Wildlife. Mr. Smith, we welcome you to the committee.

STATEMENT OF ALLEN E. SMITH, PRESIDENT, DEFENDERS OF WILDLIFE

Mr. **Smith**. Mr. Chairman, before I begin my statement, I would like to thank you, and the members of the committee for this opportunity to speak. I also would like to echo some of the sentiments of my colleagues on the earlier panel which was headed by former Secretary Cecil Andrus, including members of the Wilderness Society, the National Parks and Conservation Association, the Audubon Society, and the Sierra Club.

I am not philosophically opposed to hunting, and neither is Defenders of Wildlife. The Defenders of Wildlife is not an antihunting organization.

As a national nonprofit organization with 60,000 members, Defenders of Wildlife advocates public policy to preserve, enhance, and protect the natural abundance and diversity of wildlife including the integrity of natural wildlife ecosystems. I am here today to address S. 49, a bill to redesignate 12 million acres of National Parks in Alaska to National Park Preserves to allow hunting.

Mr. Chairman, S. 49 is no minor adjustment to the designation of areas and boundaries established for national parks by the Alaska National Interest Lands Conservation Act, ANILCA.

S. 49 would reclassify 50 percent of all the new lands designated as National Parks under ANILCA to National Preserves, and would be the largest single invasion of the national park system in its 111-year history. S. 49 would also set a precedent for reclassification of national park lands in the Lower 48 states.

S. 49 should not be passed in any form. There is no room for compromise on the details of S. 49. We flatly oppose it in its entirety. S. 49 is not appropriate in light of the compromise reached in securing the passage of ANILCA, and we strongly urge you to table this proposed legislation, Mr. Chairman.

ANILCA's passage into law in December 1980 marked the end of a lengthy and arduous path of compromises on the part of all parties culminating in the landmark piece of conservation legislation. Everyone won and lost something in ANILCA, but the end result was a compromise where the balance was struck to secure its passage into law.

It was a very significant test and success of our legislative process. We do not feel that it would be appropriate to now go back and reopen ANILCA through S. 49. ANILCA simply has not had a chance to work.

It has been represented by some that antihunters won in 1980 with the passage of ANILCA. This could not be further from the truth, and is a bogus issue which is contradicted by the facts. ANILCA gave hunters access to the majority of all big game in Alaska, and 92 percent of the State's land base to hunt in.

This is an area equivalent to 20 percent of the land base of the Lower 48 States, and in all likelihood exceeds the acreage hunted in the Lower 48 States.

The real issue here today is the future of the national park system. Passage of S. 49 into law would represent a major setback to the achievement of establishing our national park system, and a major setback in making ANILCA work.

The national parks are the highest level protection for wildlife values. The national park system is a model that is widely emulated for setting world standards. Designation of 24 million acres of additional national parklands in Alaska under ANILCA was a major public policy decision by Congress to set aside these areas of superlative wildlife values.

These areas left alone as national parks will provide biological gene pools and benchmark research areas of inestimatable value to man and the future or our wildlife.

Section 1301 of ANILCA calls for the Secretary to develop a conservation and management plan for each unit of the national park system established by the act, and to transmit those plans to Congress in 5 years, or by December 1985.

These plans are to detail the natural resources of these national parks by inventory, mapping, and description, and to evaluate relationships of the resource of activities and uses of the parks. This process has not been completed. We do not see how resource decisions can be made now without benefit of those plans.

Senator **Murkowski**. Mr. Smith, would you be kind enough to summarize your remaining remarks?

Mr. **Smith**. Yes; I will, sir.

It is now time to let ANILCA work, and back away from amending it. Before I close my statement, I would like to add something to my written statement based on something that I heard earlier.

The question has been asked what is the real reason to leave these areas in the park system? The real reason in the minds of many of us is that there ought to be someplace where we do not disturb it, where we leave it alone as it is without management of any type long enough to be able to study natural ecosystems, and to learn from that.

Biologists in many instances do not even know what the questions are to ask, never mind the answers to them. I think that it is time that we recognize that one of our resource values which we place in the parks, and which we ought to place in the parks in Alaska is that type of a resource space.

[The prepared statement of Mr. Smith follows:]

Statement of

Allen E. Smith, President
Defenders of Wildlife

Regarding S-49
Alaska National Hunting Bill

before

Subcommittee on Public Lands and Reserved Water
of The Committee on Energy and Natural Resources
of the U.S. Senate

April 15, 1983

Mr. Chairman, I am Allen E. Smith, President, Defenders of Wildlife. As a national, non-profit organization with 60,000 members, Defenders of Wildlife advocates public policy to preserve, enhance, and protect the natural abundance and diversity of wildlife including the integrity of natural wildlife ecosystems. I am here today to address S-49, a bill to redesignate 12 million acres of National Parks in Alaska to National Preserves to allow hunting.

Mr. Chairman, S-49 is no minor adjustment to the designation of areas and boundaries established for National Parks by the Alaska National Interest Lands Conservation Act of 1980 (ANILCA). S-49 would reclassify 50% of all the new lands designated as National Parks under ANILCA to National Preserves, and would be the largest single invasion of the National Park System in its 111 year history. S-49 would also set a precedent for reclassification of National Park lands in the lower 48 states.

S-49 should not be passed in any form. There is no room for compromise on the details of S-49; we flatly oppose it in entirety. S-49 is not appropriate in light of the compromise reached in securing the passage of ANILCA, and we strongly urge you to table this proposed legislation, Mr. Chairman.

ANILCA's passage into law in December, 1980, marked the end of a lengthy and arduous path of compromises on the part of all parties, culminating in this landmark piece of conservation legislation. Everyone won and lost something in ANILCA, but the end result was a compromise where the balance was struck to secure its passage into law. It was a very significant test and success of our legislative process, and we do not feel that it would be appropriate to now go back and reopen ANILCA through S-49. ANILCA simply has not had a chance to work.

It has been represented by some that "anti-hunters" won in 1980 with the passage of ANILCA. This could not be further from the truth and is a bogus issue that is contradicted by the facts. ANILCA gave hunters access to the majority of all big game in Alaska and 92% of the state's landbase to hunt in. This is an area equivalent to 20% of the landbase of the lower 48 states, and in all likelihood exceeds the acreage hunted in the lower 48 states.

The real issue here today is the future of the National Park system. The passage of S-49 into law would repressent a major setback to the achievement of establishing our National Park system and a major setback to making ANILCA work.

The National Parks are our highest level of protection for wildlife values. The National Park System is a model that is widely emulated for setting world standards. The designation of 24 million acres of additional National Park Lands in Alaska under ANILCA was a major public policy decision by Congress to set aside these areas of superlative wildlife values. These areas, left alone as National Parks, will provide biological gene pools and benchmark research areas of inestimable value to man and the future of our wildlife.

Section 1301 of ANILCA calls for the Secretary to develop a conservation and management plan for each unit of the National Park system established by the Act and transmit those plans to Congress within five years, or by December, 1985. These plans are to detail the natural resources in these National Parks by inventory, mapping, and description, and to evaluate the relationships of the resource to activities and uses of the Parks. This process has not been completed. We do not see how resource decisions can be made now without benefit of those plans. It is now time to let ANILCA work and back away from amending it.

In summary, Mr. Chairman, I wish to re-emphasize our opposition to S-49, and again strongly urge you to table this proposed legislation. Thank you for this opportunity to express our views.

Senator MURKOWSKI. Thank you.

Our next witness will be Mr. Don Schmiege. It is nice to have you with us, Mr. Schmiege. We would appreciate you proceeding with your testimony.

STATEMENT OF DON SCHMIEGE, JUNEAU, ALASKA

Mr. SCHMIEGE. Thank you very much, Mr. Chairman. I am Don Schmiege of Juneau, Alaska, where I and my family have lived since 1962. I am certainly pleased, Senator, to have this opportunity to tell you some of my concerns before you on this bill.

I want to start by saying that I have successfully hunted in Alaska for 20 years. Animals hunted and taken include mountain goats, caribou, moose, deer, brown and black bears and Dall sheep. I have hunted in both interior and coastal Alaska. Hunting has provided much of the meat for my family as well as pleasure for me. Hunting is my favorite sport activity.

Now I am not going to discuss all the comments I had, but I assume, based on what you said, that my written testimony will be in full.

Senator MURKOWSKI. Your entire written testimony will become part of the record.

Mr. SCHMIEGE. Fine, thank you. In the interest of time I am going to delete some things.

I received a B.S. degree in forestry from the University of Minnesota in 1952. I worked as a forest ranger for the Wisconsin Conservation Department from 1952 to 1956. I received an M.S. degree in economic zoology in 1958 and a Ph. D. in animal ecology in 1962. Since that time I've been in Alaska.

For the past 10 years I have been the research program leader at the Forestry Sciences Laboratory of the Forest Service in Juneau, a position from which I recently retired.

I want to mention all this to tell you that I know something about this legislation. The laboratory that I was leader of conducts research in wildlife, fisheries, silviculture, entomology, pathology, and hydrology.

I followed with very much interest the development and passage of the ANILCA legislation. I want to add to the written testimony to the extent that I worked with the staffs of Senator Stevens and Senator Gravel. I went on fieldtrips. I accompanied Congressman Seiberling on his trips in Alaska. So I was intimately associated with ANILCA.

I was not then and I am not now convinced that all of the provisions of the Lands Act represent the best allocation and management for the vast public lands in Alaska. But I am convinced, Mr. Chairman, that the land allocations made in national parks and national park reserves are fair, equitable, provide for all forms of recreation resource use and users, and most importantly, allow for the maintenance of populations of game and nongame animals. Therefore, on that basis I oppose S. 49, for it seeks to overturn this balance.

Now I will tell you fairly, I was concerned prior to the passage of ANILCA that some of the best hunting lands would be locked-up. I hesitate to use that word but everybody knows what it means. But that was not the case, in my opinion. My own experiences do not support a lock-up. On the contrary, I believe that a reasonable balance was struck on this land allocation.

I want to add in closing here, that I think that based on my research, habitat preservation is essential to the maintenance of viable and huntable wildlife populations. Alaska is suffering a loss of habitat and as a result a loss of game populations and hunting. This habitat loss is in no way related to the national parks but is the direct result, in my opinion, of timber harvest allocations in the Tongass National Forest in southeast Alaska.

Regrettably, this forest allocation problem is a part of ANILCA. But the wildlife problem is not addressed by this legislation, which would not contribute to habitat protection in southeast or interior Alaska.

Proponents of this legislation—and you heard them all day—would have you believe that this is something of hunting versus nonhunting. As a hunter I can assert that this is not the case for me. As far as I'm concerned the issue is national parks and a fair balance of allocations. The ANILCA boundaries were carefully drawn and established a fair balance after long study and heated debate. I hope that we can keep this balance, at least until we can study it.

I thank you very much, Senator.

[The prepared statement of Mr. Schmiege follows:]

STATEMENT OF DON SCHMIEGE BEFORE THE U.S. SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES, APRIL 15, 1983, ON S.49.

Mr. Chairman, I am Don Schmiege of Juneau, Alaska, where I and my family have lived since 1962. I am pleased to have the opportunity to tell you my concerns for the legislation now before you, S.49. I believe that my academic, professional, and most of all, my hunting experience in Alaska makes me qualified to appear here today.

I received a B.S. degree in Forestry from the University of Minnesota in 1952. I worked as a forest ranger for the Wisconsin Conservation Depertment from 1952 to 1956. I received the M.S. degree in Economic Zoology in 1958 and the Ph.D. in the Department of Entomology, Fisheries, and Wildlife in 1962. I was project leader of research from 1962 to 1966. In 1966 and 1967 I was a visiting professor at the University of Wisconsin. For the past ten years I have been the Research Program Leader at the Forestry Sciences Laboratory of the U.S. Forest Service at Juneau, Alaska, a position from which I recently retired. The Laboratory conducts research in wildlife, fisheries, silviculture, entomology, pathology, and hydrology.

I have successfully hunted in Alaska for twenty years. Animals hunted and taken include mountain goats, caribou, moose, deer, and brown and black bears. I have hunted in both interior and coastal Alaska. Hunting has provided much of the meat for my family as well as pleasure for me. Hunting is my favorite sport activity.

I followed with interest the development and passage of ANILCA because the future of the public lands with which I was intimately involved, both professionally and as a hunter, was being decided. I was not and I am not now convinced that all of the provisions of the Lands Act represent the best allocation and management direction for the vast public lands in Alaska. But

I am convinced that the land allocations made to National Parks and National Park Preserves are fair, equitable, provide for all forms of recreation resource use and users, and most importantly, allow for the maintenance of populations of game and non-game animals on a sustainable level. Therefore, I oppose bill S.49 for it seeks to overturn this balance.

I was concerned prior to passage of ANILCA that some of the best hunting lands would be "locked-up." But that was not the case. Certainly my own experiences do not support a "lock-up." On the contrary, I believe that a reasonable balance was struck in the land allocations. For example, in the Wrangell-St. Elias area a Park Service study found fully 82% of the Dall sheep rams and "the best hunting areas are already in the Preserve."

The Park/Preserve designations of ANILCA may have had some influence on the areas hunted but not on the success rates of hunters. Some relocation of professional guides' territories occurred but the number of registered and master guides (those able to contract hunts) has increased in the two years after ANILCA relative to the two years before the Lands Act (50 licenses and 38 licenses, respectively).

The economic benefit of ANILCA to Alaska has been enormous. The number of tourists visiting Alaska and the dollars spent by those visitors in the state has increased dramatically: 389,000 visitors in 1977 and 735,000 visitors projected for 1983; in-state sales have increased from 160.1 million dollars in 1977 to a projected 506.6 million dollars in 1983. This great increase in tourist income is certainly in part attributable to the National Parks and Monuments designated by ANILCA. To overturn a major portion of those designations as proposed by this legislation will almost certainly have an adverse influence on tourism and the economic well-being of Alaska.

Habitat preservation is essential to the maintenance of viable and huntable wildlife populations. Alaska is suffering a loss of habitat and as a result a loss of game populations and hunting. This habitat loss is in no way related to National Parks but is the direct result of timber harvest allocations in the Tongass National Forest in Southeast Alaska. Regrettably, this forest allocation problem is in part due to the provisions of ANILCA. But this wildlife problem is not addressed by the present legislation, which would not contribute to habitat protection in Southeastern or Interior Alaska. And it is habitat protection that must be the concern of hunters today.

Proponents of this legislation would have you and the hunters of this country believe that the issue at hand is one of hunting vs. anti-hunting. As a hunter I can assert that this is not the case. The issue is National Parks and a fair balance of allocation of our public lands. The ANILCA boundaries were carefully drawn and established a fair balance after long study and heated debate. National Parks are a great American idea. Do not let the National Parks in Alaska become the beginning of the end to that idea.

Senator MURKOWSKI. Thank you very much, Mr. Schmiege.

Our next witness will be Sue Russell, director of Friends of Animals.

Welcome to the committee. Please proceed, Ms. Russell.

STATEMENT OF SUSAN RUSSELL, EDUCATION DIRECTOR, FRIENDS OF ANIMALS, INC.

Ms. RUSSELL. Thank you. As you just said, my name is Susan Russell, and I am education director of Friends of Animals. We are a national organization dedicated to the protection of animals, both wild and domestic. On behalf of our 125,000 members I thank the chairman and the members of the committee for permitting us to express our opposition to S. 49, the Alaska national hunting bill.

My written comments are rather dry and I have heard some comments here that I would rather address.

Senator MURKOWSKI. Please. I can assure you your entire written statement will become part of the record. We would appreciate your summary.

Ms. RUSSELL. OK. Friends of Animals is an organization that is opposed to hunting, and I don't think that surprises anyone. I am sincere in saying that what is at stake here, we feel, is the integrity of the national park system.

I don't think anyone has to be a Rhodes Scholar to envision if certain special interest groups, as in this case I think is wealthy trophy hunters and I think it's furriers, identify within our national parks a resource, as the euphemism goes, that is valuable to them what is to stop mineral interests and timber interests from identifying the same thing within our parks? What is—If we set this precedent, where is it going to go?

I also think that our national parks are rather special because they are gifts. Due to the thinking of our—the foresight of people who came before us they have been in large handed down to us. In Alaska there have been some new ones created. That, I think, is our gift to our progeny. As such a wonderful gift, an irreplaceable one, I think that before we open the gates and let everybody get in there and get what they want that we have to consider our responsibilities. I truly feel that this is the issue.

If hunting was the issue in Alaska, due to the fact that 92 percent of the State is hunted, it looks like we lost a hell of a long time ago. So that is the issue.

I think I'll be brief and I'll just say that I endorse the Sierra Club and the Wilderness Society and all of their various astute comments on the matter.

With 92 percent of Alaska already open to hunting, we beg that these lands be maintained in classic national park tradition as closed to hunting and trapping, for the pleasure of all people. We believe that representatives of the welfare and wishes of all Americans can only engender gratitude for the continued ban on hunting and trapping in these lands.

I think—and that's been mentioned, too—the U.S. Fish and Wildlife Service, their 1980 report, that—and I read in the New York Times that it was 92 million. Ninety-two million people in the United States enjoy wildlife, not by killing it but by photographing it, by feeding it, by observing it.

Conversely, there are 17 million hunters. When you look at the State of Alaska I think that the hunting element has gotten more than sufficient and rather disproportionate—it's already overbalanced in their direction.

So I do think that the Government has to allow for the other people.

There is another—There was a Yale University survey conducted in 1979. It was the Yale School of Environmental Studies which found that 80 percent of Americans disapprove of trophy hunting.

Now the next thing I'm going to go into is the trapping within the national parks, or if you turned it into preserves you can have trapping. I will sum up by saying that the same survey found that 78 percent of the public disapproves of the steel-jawed leg-hold trap, which is an internationally censured, nonselective, and extremely cruel device used to capture 87 percent of the wild skins that we take in the United States.

So I think on these two counts, and if we want to get dry and use percentages, it would seem that this measure is at odds with the will of the American public.

To push to open Alaska's national parks to hunting and trapping I think is a mindless attempt to introduce exploitation of both animals and lands into our national park system, a system which must remain inviolate for the benefit of nature and wildlife and all the American people.

Thank you.

[The prepared statement of Ms. Russell follows:]

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Office of the President
Alice Herrington

Statement of Susan Russell

Education Director, Friends of Animals, Inc.

to the

Subcommittee on Public Lands and Reserved Water

of the

Committee on Energy and Natural Resources
of the
United States Senate

in opposition to

S.49 - Alaska National Hunting Bill

April 15, 1983

friends of animals, inc.

11 West 60th Street, New York, N.Y. 10023 • (212) 247-8120

April 15, 1983

Office of the President
Alice Herrington

STATEMENT OF SUSAN RUSSELL, EDUCATION DIRECTOR,
IN OPPOSITION TO S.49 - THE ALASKA NATIONAL HUNTING BILL

My name is Susan Russell and I am education director of Friends of Animals, a national organization dedicated to the protection of animals, both wild and domestic. On behalf of our 125,000 members may I thank the Chairman and Members of the Committee for permitting us to express our opposition to S.49, the so-called Alaska Hunting Bill.

We will be brief in our comments by citing our endorsement of the excellent presentation made by the Wilderness Society. We echo their argument that S.49 is dangerous in that it is not solely a hunting bill but an audacious attempt to open National Parks to hunting. Such a precedent must not take place through passage of this measure.

With 92 percent of Alaskan land already open to hunting, we beg that these lands be maintained in classic National Park tradition as closed to hunting and trapping for the pleasure of all the people. We believe that in your role as representatives of the welfare and wishes of all Americans you can but engender gratitude for the continued ban on hunting and trapping on these Alaskan lands and all National Parks. We base that conclusion on the results of a survey made by U.S. Fish and Wildlife Service ~~Yale University~~, funded by the Department of the Interior, entitled "1980 National

more.....

Survey of Fishing, Hunting and Wildlife-Associated Recreations." The survey found that 92 million Americans enjoy wildlife "nonconsumptively", Interior's rather bitter term for people who do not kill animals but simply observe and photograph them in their natural environments. The important finding of the Yale survey in this issue is that 80 percent of Americans disapprove of trophy hunting. And it is clear from the backing this bill has received that this Alaskan National Parkland is wanted for trophy hunting and mass-scale trapping.

Similarly, a 1979 Yale University Survey

The same study reported that 78 percent of the public disapproves of the steel-jawed leghold trap, an internationally censured, non-selective and extremely cruel device used to capture 87 percent of wild skins taken in the United States. This instrument of torture has no place in our society, much less in National Parks. May I note parenthetically that the steel-jawed leghold trap has long been banned by 64 nations of the world.

May we repeat and remind this honored committee that 92 percent of Alaska's lands are already open to hunting, a proportion which is massively disproportionate to the percentage of hunters in our land. About 14 million hunters buy 17 million licenses annually out of a total population which exceeds 230 million people.

The push to open Alaska's National Parks to hunting and trapping is a mindless attempt to introduce exploitation of both animals and lands into our National Parks System, a system which must remain inviolate for the benefit of nature and wildlife and all the American people.

Thank you.

Senator MURKOWSKI. Thank you very much, Ms. Russell.

Mrs. Johnson.

STATEMENT OF JUDY JOHNSON, CHAIRMAN FOR LAND USE, NATIONAL AFFAIRS AND LEGISLATIVE COMMITTEE, THE GARDEN CLUB OF AMERICA

Ms. JOHNSON. Yes, Mr. Chairman. I appreciate the opportunity of being able to speak to you here. My name is Judy Johnson and I am chairman for Land Use for the National Affairs and Legislation Committee of the Garden Club of America, which was founded in 1913 and has approximately 20,000 members representing roughly 200 clubs throughout the United States and Hawaii.

Its many members express deep concern over protecting Alaska lands and innumerable letters have been sent to members of Congress over the years giving testimony to their commitment to protect America's last frontier, Alaska.

In connection with S. 49, I would like to emphasize that many Garden Club of America members and their families are avid hunters. We are most definitely not opposed to hunting. However, we do recognize the need for national parks where wildlife is not hunted.

The national parks provide visitors, tourists, with the unbelieveably exciting experience of viewing great varieties of wildlife close at hand under natural conditions because the animals and birds have not been exposed to hunting and have not learned to fear people.

We strongly oppose S. 49, which would remove 12 million acres, more than half the acreage from the national park lands by transferring them to preserves where hunting would be permitted.

Is Alaska to become like sections of Africa and India where trophy species are overhunted to the point of almost becoming extinct? This we must guard against. When only 8 percent of Alaska land is designated as national parks and off-limits to hunting, it is just plain greedy for hunters to want more land, particularly when the trophy species are available on other lands.

Sometimes people need protection against people. Alaska is one-of-a-kind in all the world. It provides the breeding grounds for vast quantities of migratory birds from every continent in the world and habitat for magnificent animals, large and small, that feed and roam its wild lands. Weather conditions are harsh, the winters long and the growing season short. Huge spaces are needed to sustain wildlife. This makes the importance of protecting the national parks even greater, for these are the lands that provide wildlife with the conditions they need for breeding, feeding, and existing.

These are also the lands where people can come and be thrilled by the sight of scenic beauty and wildlife. People as well as wildlife need undisturbed areas. More and more people are going to Alaska to enjoy its natural wonders and wildlife. The Garden Club of America implores you to uphold the original purposes of the historic Alaska National Interest Lands Conservation Act. We owe it to future generations of people and future generations of moose, caribou, grizzly bear, Dall sheep, and all the other species of animal and bird to prohibit hunting in the 8 percent of lands that are designated park.

This is a national responsibility. The Garden Club of America urges the Senate Committee on Energy and Natural Resources to give S. 49 an unfavorable report and put to rest this bill which could cause so much harm and set such a damaging precedent in the national park system.

Thank you.

Senator MURKOWSKI. Thank you very much, Mrs. Johnson.

We have concluded the witnesses. I have one question of Mr. Smith concerning a portion of his statement which reflected to the effect that everyone won and lost something in ANILCA, but the end was a compromise. In that analogy, do you feel that the sports hunting and trapping was adequately considered in view of the testimony that was given earlier in this hearing with regard to the rather open-ended recognition that the Senate had voted by 60 to 40 for an increase in hunting areas but did not finally address it due to some technical motions that were made?

Mr. SMITH. Could you rephrase the question?

Senator MURKOWSKI. Well, the question is, you indicate that everyone lost something and then won something in ANILCA. My question to you, more directly, is are you including the sports hunting and trapping issue in your analogy of equality?

Mr. SMITH. Yes, sir, I am.

Senator MURKOWSKI. OK.

Mr. SMITH. May I add to that, Senator? I think that the 5-year inventories and management plans studies will provide a basis of making future decisions. Not everyone was happy with the way all of the detailed allocations came out in the final analysis of ANILCA. But without the resource inventory having been taken it's awful difficult to see how we can start fine tuning that at this point.

Senator MURKOWSKI. Thank you.

Mr. Schmiege, you made some reference to loss of habitat. Do you feel that the movement of land from a classification of parks to park preserves is in effect a loss of wildlife habitat?

Mr. SCHMIEGE. No, sir, I don't.

Senator MURKOWSKI. Thank you. Thank you.

Mr. SCHMIEGE. My reference to loss of habitat, Senator, was——

Senator MURKOWSKI. Thank you.

Mr. SCHMIEGE [continuing]. That I felt that habitat integrity was essential to game populations in that if you lose habitat you lose wildlife.

Senator MURKOWSKI. So what you're saying though is in your analysis the transfer from parks to park preserves is not a loss of habitat?

Mr. SCHMIEGE. No, it isn't. It doesn't——

Senator MURKOWSKI. Thank you.

Mr. SCHMIEGE [continuing]. It doesn't at all, no.

Senator MURKOWSKI. Thank you.

Mr. SCHMIEGE. Senator, while I have the floor, can I make one other comment? You talked about——

Senator MURKOWSKI. If it's brief.

Mr. SCHMIEGE. It's very brief. I am one white hunter, non-native, who lives in a city, who can't enjoy the benefits of subsistence. But

I don't feel put-upon, nor do I feel angry about it. There are lots of places to hunt, and I'm glad that there are, in Alaska.

Senator **Murkowski**. Thank you.

I would like to thank the witnesses for this testimony. It's been, I think, a very good hearing. It's covered the issues extensively. I think it's been a balanced hearing.

I want the record to note that we have been able to accommodate every witness that requested to be heard, plus a couple that came on the last minute—Keith Apple, being one. We certainly do appreciate his testimony. So I think we have a substantial record.

I appreciate the input of my colleagues, and particularly Senator McClure and, of course, the Senior Senator, Senator Stevens.

I would ask again, and remind you, that the record will remain open for a period of about 2 weeks.

In summary, I think we have discussed at great length whether or not it's a question of hunting or nonhunting from the standpoint of those that would oppose the legislation. On the other hand, there's been substantial testimony to suggest that it is not a matter of nonhunting but it's a matter of pro-parks. That point was very well made.

There is also the reference to the observation that whether there is not enough information to open the areas to hunting at this time then you have to reflect on how could there have been enough information to justify closing them in the first place. Of course, that observation is one that we can all kick around much later.

With that I will conclude the hearing and thank the chairman, Chairman Wallop, for setting this thing up. I thank you, Mr. Bevedetta. I would like to particularly thank our reporter who has done a yeoman's job. As far as I know he hasn't moved all day.

So with that I would declare the hearing closed. I do thank you all for your perseverance.

[Whereupon, at 2:50 p.m., the hearing was adjourned.]

APPENDIX

Additional Material Submitted for the Record

JIMMY CARTER

April 8, 1983

To Chairman James McClure

The Alaska National Interest Lands Conservation Act of 1980 was the single most important piece of conservation legislation in the history of the United States. I am exceedingly proud of the role I was privileged to play as President in the enactment of this historic legislation to preserve for all time the priceless heritage of Alaska's natural resources that are without equal anywhere in the world.

The Alaska legislation was the fulfillment of a national commitment to all the American people, not to just present generations but to our children and their children. The 96th Congress, after a long and arduous struggle, achieved an equitable and balanced resolution of the Alaska lands issue and, in so doing, kept faith with the American people. The law that resulted is a credit to Congress, to the many conflicting interests in determining the disposition of Alaska lands, and to the efforts of many millions of Americans. Though the Alaska Lands Act was signed just a little more than two years ago, it stands today as an American legacy of monumental magnitude.

There is now pending before your Committee legislation, S. 49, that would declassify 12 million acres of national parks in Alaska that were designated by Congress in the Lands Act, and downgrade them to national preserve status -- for the sake of sport hunting. This legislation is unprecedented in at least two important ways. It marks a premature thrust against the Alaska Lands Act since the Act became law just two and a half years ago. Also, never before has Congress been asked to downgrade the protection or status of national parks after they were established on such a large scale.

Any attempt to amend the Alaska Lands Act or to tamper with the carefully constructed and complex compromise that made the legislation possible is a matter of grave concern. I urge your Committee and Congress to reject the Alaska national park sport hunting bill and to resist this unwise attempt to reopen the Alaska lands debate. Further, I urge your Committee and Congress to remain steadfast in protection of the integrity of Alaska's national parks and all parks throughout the 50 states.

The risks are great. The pending legislation could create a new and unwanted legislative storm over Alaska lands that would threaten the destruction of the entire Lands Act and the loss of the greatest public land achievement ever attained by the American people.

Sincerely,

Jimmy Carter

The Honorable James McClure
United States Senate
Washington, D.C. 20510

TESTIMONY OF
GOVERNOR WALLY HICKEL
BEFORE THE
U. S. SENATE SUBCOMMITTEE ON PUBLIC LANDS AND WATER RESERVES
ON
SENATE BILL 49: ALASKA NATIONAL HUNTING ACT

15 APRIL 1983

I'M SORRY THAT I COULD NOT BE PRESENT TODAY TO GIVE THIS TESTIMONY IN PERSON. I STRONGLY BELIEVE THAT IT IS TIME THE WRONGS IN THE 1980 ALASKA LANDS ACT WITH RESPECT FOR HUNTING BE ELIMINATED.

I AM NOT A SPORT HUNTER MYSELF. BUT WHETHER IT HAS BEEN IN MY ROLE AS GOVERNOR OF ALASKA, SECRETARY OF THE INTERIOR, OR AS A PRIVATE CITIZEN INTERESTED IN THE HIGHEST AND BEST USE OF LAND, I KNOW THAT HUNTING ADDS MORE TO A TRACT OF LAND THAN IT TAKES FROM IT.

I'M ALSO PROUD OF MY RECORD AS A DEFENDER OF WILDLIFE. I DID NOTHING ALONE, BUT I CAN CLAIM SOME RESPONSIBILITY FOR THE REBOUNDING FATE OF THE WORLD'S WHALE AND ALLIGATOR POPULATIONS, WHICH WERE COMMERCIALLY HUNTED, AND THE ALASKA MUSK OX, WHICH WAS HUNTED BY SPORTSMEN.

HUNTERS CARE. THEIR GOALS ARE IN CONCERT WITH THOSE WHO WOULD PROTECT WILDLIFE AND WILDERNESS. LANDS IN ALASKA THAT ARE NOW CLOSED TO HUNTING WERE OPEN FOR HUNTING FOR HUNDREDS OF YEARS BEFORE CONGRESS CLOSED THEM. TO KEEP SPORT HUNTERS OFF THESE LANDS MAY MEAN A WORSE FATE FOR BOTH THE PARKS AND THE ANIMALS. I SAY THIS BECAUSE THEY ARE DIFFERENT KINDS OF PARKS. THEY ARE NOT MASSIVE TOURIST ATTRACTIONS. THEIR CONTINUED STEWARDSHIP OVER THE GENERATIONS

TO COME DEPENDS ON THE INTEREST OF NO ONE BUT THEIR USERS.

WHEN CONGRESS ESTABLISHED PARKS, THEY ESTABLISHED THEM FOR PEOPLE. SOCIETIES THE WORLD OVER HAVE KNOWN A SIMPLE CONCEPT. IT FLIES NOT IN THE FACE OF PRESERVATION: IT HELPS IT. IF WE PRESERVE LAND BY KEEPING THE PEOPLE OFF, WHAT ARE WE PRESERVING LAND FOR?

ANIMALS ARE VERY IMPORTANT TO THE WHOLE ECOSYSTEM. BUT THE FOX WON'T PROTECT THE CARIBOU, AND THE CARIBOU CAN'T BE CONCERNED ABOUT OTHERS. PEOPLE ARE THE ONLY REASONING BEINGS. THEY MUST PROTECT. BUT THEY MUST ALSO BE INVOLVED.

SOME ARGUE ALLOWING HUNTING IN ALASKA'S WILDERNESS PARKS WOULD DENIGRATE THE PARK SYSTEM. I SAY IT WOULD RAISE THE LEVEL OF THESE PARKS CONGRESS HAS CREATED BY INVITING THE PEOPLE WHO WOULD USE THEM. I BELIEVE THESE PARKS WERE FOR PEOPLE.

AND WHILE THIS THOUGHT IS NOT ENTIRELY WITHIN THE SCOPE OF THE BILL BEFORE YOU TODAY, I THINK CONGRESS HAS TO RECOGNIZE THAT WHEN IT CREATES A PARK IT GIVES ITSELF AN OBLIGATION TO MAKE THAT PARK ACCESSIBLE.

FOR ALL OF OUR NATIONAL PARKS, THAT MEANS UPGRADING FACILITIES, BUILDING ROADS, AND ELIMINATING THE HUMAN PROBLEMS WITH HUMAN INGENUITY. IT'S NOT THE ANSWER TO ELIMINATE THE HUMANS. THEN YOU DON'T HAVE A PARK.

ACCESSIBILITY MEANS DIFFERENT THINGS FOR DIFFERENT AREAS. WHEN I ADMINISTERED THE SYSTEM OF PARKS AND MONUMENTS WE DID WHAT WE COULD TO OPEN THINGS UP TO PEOPLE. IN NEW MEXICO, IT MEANT KEEPING CARLSBAD CAVERNS OPEN ON SATURDAY AND SUNDAY. IN NEW YORK IT MEANT SAVING THE TIDAL MEADOWLANDS NEAR KENNEDY AIRPORT. AND, IN ALASKA, TODAY IT MEANS RESTORING THE AREAS CONGRESS HAS DESIGNATED AS PARKS--AWAY FROM RESOURCE DEVELOPMENT--

TO THEIR TRADITIONAL HUMAN RECREATIONAL USE: THAT OF HUNTING AREAS.

S. 49, DOES ONE MORE THING. IT PUTS THE STATE OF ALASKA IN CONTROL OF FISH AND GAME MANAGEMENT IN THOSE AREAS. YOU KNOW, WHEN CONGRESS DRAWS A LINE ON A MAP IT MAY TELL THE PEOPLE SOMETHING, BUT THE CARIBOU DON'T KNOW THE DIFFERENCE. THEIR BORDERS ARE NATURAL--RIVERS, VALLEYS, MOUNTAINS. IT'S VERY IMPORTANT THAT THE MANAGEMENT OF THAT WILDLIFE TAKE ACCOUNT OF THOSE NATURAL BORDERS. PLACING CONTROL OF WILDLIFE MANAGEMENT IN ALASKA, WHERE THE PEOPLE ARE, INSTEAD OF IN WASHINGTON, WHERE PROBLEMS HAVE TO FIGHT WITH EVERY OTHER FOR ATTENTION, IS THE BEST WAY TO MANAGE. IF OUR GOAL IS TO ENHANCE WILDLIFE, THAT'S WHAT WE HAVE TO DO.

S. 49 WILL HELP CONSERVATION, RATHER THAN HINDER IT. HUNTING EFFORT CAN BE SPREAD OVER A LARGER AREA. THE STATE OF ALASKA WILL BE BETTER ABLE TO USE HUNTING AS A WILDLIFE MANAGEMENT TOOL TO ENSURE THE HEALTH OF WILDLIFE AS NEEDED, WHICH CANNOT BE DONE WITH THESE LANDS IN PARK STATUS.

THE STATE OF ALASKA HAS AN EXCELLENT FISH AND WILDLIFE MANAGEMENT PROGRAM. I HAVE THE UTMOST CONFIDENCE IN THE STATE'S ABILITY TO ENSURE THE WELL-BEING OF WILDLIFE ON THESE LANDS, AND I KNOW THE HUNTING PUBLIC WILL TAKE A STRONG INTEREST IN SEEING THAT WILDLIFE IS WELL CARED FOR.

THING ABOUT WHY WE VALUE THESE LANDS. WE GO THERE TO WONDER AND CHALLENGE--NOT JUST THE ENVIRONMENT BUT OURSELVES. MANY PEOPLE GO OUT INTO THE WILDERNESS TO FIND A BEAR OR A SHEEP AND COME BACK INSTEAD HAVING FOUND THEMSELVES. IN ALASKA, THAT'S WHAT A PARK IS FOR.

I'M SORRY THIS IS AN IMPORTANT DECISION THAT HAS TO BE MADE IN A MARBLE OFFICE BUILDING. IT SHOULD BE MADE IN THE PARK. PUT YOURSELF THERE WITH THE PEOPLE WHO HAVE BEEN THERE, AND YOU'LL AGREE: OUR JOB IS TO PUT PEOPLE INTO THOSE AREAS, NOT EXCLUDE THEM.

ALASKA FEDERATION OF NATIVES, INC.
TESTIMONY
BEFORE THE

COMMITTEE ON ENERGY AND NATURAL RESOURCES
OF THE
UNITED STATES SENATE
ON S. 49

JANIE LEASK
PRESIDENT
APRIL 15, 1983

Mr. Chairman, members of the committee, my name is Janie Leask and I am the President of the Alaska Federation of Natives (AFN). AFN is the statewide organization established by the thirteen Native regional profit corporations established by the Alaska Native Claims Settlement Act (ANCSA) and eleven of the twelve Native regional non-profit associations which provide health and social services to, and promote the economic and social well-being of, Alaska Natives who live within each of the regions of Alaska represented by the twelve Native regional profit corporations which received land under ANCSA. Together, those organizations represent the totality of the approximately 64,000 Native residents of Alaska.

On behalf of AFN I would like to express our appreciation for the opportunity to express our views on S. 49, legislation which, if enacted into law, will redesignate approximately 12 million acres within eight national parks in Alaska as national park preserves in which the National Park Service (NPS) may authorize all types of hunting and trapping of wildlife. As you know, the lands which will be redesignated by S. 49 are now part of national parks, or additions to older national parks, established by the Alaska National Interests Lands Conservation Act (ANILCA).

Throughout congressional consideration of ANILCA, AFN's member corporations actively participated in drawing the boundaries of the new and expanded conservation system units.

AFN was involved in helping to ensure that ANILCA contained adequate Federal protection for subsistence hunting on all of the public lands and fishing in the navigable waters of Alaska, including lands and waters within national parks. And in that regard, it may be helpful at the outset to clarify the status of subsistence hunting and trapping in the eight parks mentioned in S. 49. ANILCA now authorizes subsistence hunting and trapping in five of the eight national parks whose boundaries will be modified if S. 49 is enacted. However, all hunting and trapping, including subsistence hunting and trapping, is now prohibited within three parks included in the bill: Katmai National Park, Glacier Bay National Park, and Kenai Fjords National Park.

With respect to the regulation and protection of subsistence hunting and trapping within the park preserves which will be enlarged if S. 49 is enacted, it is AFN's understanding that hunting and trapping on lands which will be redesignated as national park preserves will be regulated by NPS and the State of Alaska pursuant to title VIII and other applicable provisions of ANILCA. Based upon that assumption, the Board of Directors of AFN reviewed S. 49 at their meeting in Juneau on February 22, 1983, prior to the Juneau meeting of the Alaska Land Use Council (ALUC). At that time the text of S. 49 was not available in Alaska. However, the Board voted to instruct its two representatives on the ALUC to vote in favor of the concepts embodied in the bill. AFN is not opposed to sport hunting so long as the continued viability of wildlife populations which are the subject of such hunting is not compromised as a result, and so long as sport hunting is regulated in a manner which does not conflict with the taking of wildlife within the enlarged preserves for subsistence uses by Native and non-Native residents of rural Alaska. These concerns are adequately addressed if hunting and trapping within all national park preserves in Alaska continue to be regulated pursuant of title VIII and other applicable provisions of ANILCA.

However, AFN has not taken, and will not take, a position on the modification of the boundaries of the parks listed in S. 49. At the beginning of the legislative effort which resulted in ANILCA, the Native community determined that AFN would focus its efforts on issues which affect Alaska Natives in all regions of the state, and that issues which affect Alaska Natives in only one region would be addressed exclusively by Native organizations which represent the affected region. This policy was particularly important with respect to the issue of whether a conservation system unit should or should not have been designated by the Congress within a region, and, if so, the most appropriate boundaries for the unit.

This policy is still in effect with respect to the boundary changes identified in S. 49. And for good reason. The position of the people of Anaktuvuk Pass on whether the boundary of the Gates of the Arctic National Park should be modified should be of considerable concern to the Congress. However, the position of the people of Yakatat on the same question is not relevant. Similarly, the position of the people of Yakutat on whether to modify the boundary of Glacier Bay National Park is important to making an informed decision about that park but the position of the people of Anaktuvuk Pass on the same question is of substantially less concern.

Consequently, Mr. Chairman, AFN has no position with respect to whether the boundaries of the eight national parks listed in S. 49 should or should not be altered in the manner set forth in the bill. Rather, that is a question to be decided by the members of the Native community resident in the region within which a particular park is located.

Maps which detail the S. 49 boundaries have only recently been available in Alaska and have not yet been widely distributed. AFN has made an effort to inform its member corporations and their villages about the general contours of the bill to the extent we have been able to identify them. To date we have heard from two of our member corporations. For the reasons set forth in the letter and resolution attached to this testimony, the Bristol Bay Native Corporation supports the boundary modification proposed in S. 49 for the Katmai National Park and the Tanana Chiefs Conference opposes the boundary modification proposed for the Gates of the Arctic National Park.

Other Native organizations hopefully will communicate their comments on S. 49 to the committee in the near future. In order to ensure that their concerns are considered, I would respectfully request that the hearing record be kept open for sixty days and that their written comments be included as part of the printed record. I also would request that the committee ask NPS to make a map of the proposed boundary changes available in the villages within or adjacent to each of the affected parks. Village comments should also be included in the printed record.

Mr. Chairman, in closing I would again like to thank the committee for an opportunity to express AFN's views on this important legislation. Needless to say, S. 49 will generate strong support from sport hunters and strong opposition from many environmentalists. However, it is important to remember that it is the members of the Native community who reside within or adjacent to, and who are dependent upon subsistence uses of wildlife populations of, Alaska's national parks and preserves who will be the persons most directly affected by the legislation now under consideration.

Thank you.

Bristol
Bay
Native
Corporation 445 E. 5TH. AVENUE / P.O. BOX 220 / ANCHORAGE, ALASKA 99510 / (907) 278-3602

February 22, 1983

The Honorable Ted Stevens
United States Senate
Russell Senate Office Building
First and C Street, N.E.
Washington, D.C. 20510

Dear Senator Stevens:

The Bristol Bay Native Corporation generally supports your soon to be introduced legislation, Senate Bill 49, regarding hunting in the parks. Our support, however, assumes that you can also provide for certain Bristol Bay Native concerns in Senate Bill 49 or other pieces of legislation. These concerns regard subsistence fishing in the west end of Katmai National Park, subsistence hunting in preserve areas, and full participation in formation of park management plans. These concerns are more specifically discussed below.

SUBSISTENCE FISHERY IN KATMAI NATIONAL PARK

The Bristol Bay Native people would like to regain their traditional subsistence fishery rights in the west end of Katmai National Park. These fishery rights pertain to red salmon during the fall months and white fish and burbot during the winter months.

RED FISH FISHERY: The Bristol Bay Natives have traditionally subsistence fished for red salmon at the source of the Naknek River as it leaves Naknek Lake. In the late 60's, when the Katmai National Park was extended to the mouth of the Naknek River, this subsistence fishery was cut off. Bristol Bay Natives protested the termination of this fishery at the time but received no help. Since then, we have fished further up river in a poorer fishing area between Savonoski and the source of the Naknek River. During the fall of 1982, the State of Alaska Fishery Board closed the Naknek River to red salmon subsistence fishing and allowed the fishery to again take place in a specified area at the source of the Naknek River near Trefon's cabin. (See attached map for location). This change was welcomed by the Bristol Bay Natives since the source of the Naknek River was the preferred fishery area.

Unfortunately, the National Park Service would not allow us to fish in this area since it is included in the National Park boundaries. As a consequence, even though the State Fish Board recommends continuation of our subsistence fishery at the source of the Naknek River, we are forbidden by the Park Service from pursuing this traditional fishery. The end result is that we have been totally closed off from our subsistence area for red salmon.

We thus request your help to reopen our traditional red salmon fishery at the source of the Naknek River. This is a relatively small subsistence fishery which only involves 3,000 fish per year. We fish for a short period with gill nets to make this small catch. Our fishing activities are limited to a period between September 15th and the end of October. At this time of year there is very little if any sport fishing in this area. The Bristol Bay Natives would of course abide by the Fish Board regulations for this fishery.

WHITE FISH FISHERY: The Bristol Bay Natives would also like to pursue the traditional white fish subsistence fishery in the west end of Naknek Lake. This fishery was also closed off dispite our protest in the late 60s when Katmai National Park was extended to the source of the Naknek River. Since that time the Native people in the Naknek area have traveled up the Kvichak River to get their white fish. This placed an unnecessary burden on these village residents and has resulted in reduced use of white fish.

We believe this fishery could be reinstated with no harm to the values of the national park. The traditional white fish fishery involves the use of a submerged net below the ice between January 1st and March 15th of each year. In the late 60's, the entire catch for the two villages around Naknek only included 500 to a thousand white fish and burbot. This fishery has little impact on either the commercial fishing potential of the area or sport fishing activities. Our traditional white fish and burbot fishery were limited to the extreme west end of Naknek Lake and took place in the lagoon leading into the source of the Naknek River. (See attached map for location).

SUBSISTENCE HUNTING IN SPORT HUNTING AREAS

At this time, subsistence hunting is not allowed in Katmai National Park. We would request that in your sport hunting Bill, subsistence hunting also be allowed in the areas which are open to sport hunting in Katmai National Park. Recently the Superintendent of Katmai National Park also closed all trapping activities in the park. We believe these traditional trapping activites should be allowed to continue in the Katmai National Park.

MANAGEMENT PLANS FOR KATMAI NATIONAL PARK AND ANIAKCHAK NATIONAL MONUMENT

The Alaska National Interest Lands Conservation Act provides for active participation of the affected land owners and Native corporations in the formation of park and monument management plans. At this time, a management plan is being developed for the Katmai National Park. The Bristol Bay Native Corporation, the Alaska Peninsula Corporation, and the Paug-Vik Incorporated, Limited, have all attempted to become active participants in this planning process. Our attempts, however, have met resistence from the Park Service. It appears that the Park Service would like to keep our participation to a bare minimum in this planning process. We thus request your aid in assuring that we are allowed to be active participants in the on going planning process for this national park area. The three above named corporations own land which is included within the park boundaries at the west end of Katmai National Park and thus have every right to be deeply involved in the park planning process.

We request your help in these three areas of concern. In the future, we would also like to pursue with you the possibility of adjusting the boundary at the western end of the Katmai National Park to omit the Native lands around the mouth of the Naknek River.

Sincerely yours,

Donald F. Nielsen

Donald F. Nielsen
Vice President

cc: Rep Young
Vern Wiggens
Gov Sheffield
Paug-Vik Inc, Ltd
Alaska Peninsula Corp

TANANA CHIEFS CONFERENCE, INC.

Sport Hunting in National Parks

Resolution No. 83-75

WHEREAS: the Gates of the Arctic National Park is currently open to local subsistence uses, including hunting and trapping, under the Alaska National Interest Lands Conservation Act of 1980 (ANILCA); and

WHEREAS: the Gates of the Arctic National Park is closed to sport hunting and to non-local trapping under ANILCA; and

WHEREAS: amendments have been introduced to ANILCA in the U.S. House and Senate to reopen portions of national parks, including Gates of the Arctic to sport hunting; and

WHEREAS: ANILCA represents many delicate compromises which are beneficial to local Native people; and

WHEREAS: any amendments which reopen ANILCA to change could destroy these provisions which protect local Native residents; and

WHEREAS: an amendment has been introduced in Congress to bring sport hunting and non-local trapping back into a large portion of Gates of the Arctic National Park, which would result in interference with local needs and the well-being of local Native subsistence users and residents generally;

THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference Board of Directors opposes the amendments to ANILCA now in the U.S. House of Representatives and the U.S. Senate which would reopen Gates of the Arctic National Park to sport hunting.

CERTIFICATION

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1983 at Fairbanks, Alaska.

Dorothy Shockley

Tanana Chiefs Conference, Inc.
Dorothy Shockley
Secretary/Treasurer

129c65

Dallas Times Herald

LEE J. GUITTAR
Chairman of the Board

THOMAS R. McCARTIN
Publisher

KENNETH P. JOHNSON
Editor

JON T. SENDERLING
Editorial Page Director

10—A • Monday, Feb. 14, 1983

Pass hunting proposals

Hunting is both a popular sport and an important business in the nation's two largest states, Alaska and Texas. And this year, there are two issues related to hunting in those states that we think deserve action:

✔ First, the Texas Legislature should put an end to the "crazy quilt" pattern of hunting regulations that has evolved in this state.

✔ Second, Congress should reclassify 12 million acres in Alaska so sports hunting can be resumed there under sound principles of wildlife management.

The Texas Legislature soon will begin debate on a bill sponsored by State Rep. Fred Agnich, R-Dallas, and State Sen. Ted Lyon, D-Rockwall, to bring all of the state's 254 counties under the the authority of the State Parks and Wildlife Department for the purpose of setting hunting seasons and game limits. The current system allows 116 counties to deviate from the department's decisions in ways that we think make little sense.

For example, in 30 Texas counties the commissioners courts remain the ultimate authority on hunting seasons and bag limits, and they can override any directive of the Parks and Wildlife Department. Thirteen counties are designated as "non-regulatory counties" and are subject to special legislative actions that were passed as long ago as 1925 and are now clearly outdated because of modern wildlife management techniques. In 73 other counties, only partial authority is granted to the state wildlife department.

The absurd patchwork system has been perpetuated over the years because of the jealously guarded prerogative of Texas legislators to pass local-interest bills with little or no debate. We think that the 68th Legislature should pass the remedial statute being offered by Rep. Agnich and Sen. Lyon — on the grounds that deer, quail, dove, ducks, turkeys and other game generally do not pay much obeisance to county boundaries and that state biologists and wildlife specialists generally know a good bit more about managing wildlife than do county commissioners.

The Agnich-Lyon legislation is supported by the Dallas-based Texans for Wildlife Conservation, the National Audubon Society, the Sportsmens Clubs of Texas, the Texas Trophy Hunters Association and dozens of local hunting clubs across the state. The measure would not affect private landowners' rights to restrict or prohibit hunting on their property.

On the Alaskan issue, we urge Congress to pass an amendment to the 1980 Alaska National Interest Lands Conservation Act, which banned hunting on 25 million acres of prime Alaskan hunting grounds. Sens. Frank Murkowski and Ted Stevens of Alaska and that state's lone congressman, Rep. Don Young, make a sound argument for reclassifying 12 million of those acres so sportsmen can hunt there, as they did for decades before passage of the act. Importantly, the amendment would not affect current prohibitions against logging, drilling, mining and development on the lands — prohibitions that were the main goals of the 1980 law. Subsistence hunting is allowed on the 12 million acres in question, and we can see no good reason to disallow sports hunting, which was a major industry in Alaska until anti-hunter organizations started intense lobbying efforts in Washington. In order to permit sports hunting, the amendment simply changes the designations of the areas involved from "park" to "park preserve." The land still would be under strict Alaskan wildlife management procedures.

Seventy-three million Americans spend a total of $550 million a year on hunting and fishing licenses and for special excise taxes. Most hunters support state wildlife management because it guarantees a constant supply of healthy game. Hunting is an American tradition that should be preserved for the many, not the few. We believe that the two proposals outlined here will help accomplish that.

Dallas Times-Herald Feb 2, 83

Hunting bill more than personal

ANDY ANDERSON

OUTDOORS

For some, the attempt to restore hunting privileges on millions of acres of Alaskan wilderness is very real and very personal.

But for the majority, the fight will be symbolic.

Those from the "lower 48" who hunt or would like to hunt Alaska, and those Alaskans who make their living from hunting, know that the bills being introduced in the U.S. House and Senate will affect them personally. Personally, for many, means in the pocketbook.

Others, who may never set foot in Alaska but hunt or have hunting and pro-firearms sympathies, realize that the anti-hunting forces consider the Carter administration's Alaska Lands Act of 1980 one of their greatest victories.

Thus, the 1983 "Alaska National Hunting Bill" — it is H.R. 900 but not yet introduced in the Senate — may be the most significant hunting issue since Daniel Boone's era. It is certainly one that hunters will want to watch and about which they'll want to communicate with their U.S. senators and representatives.

"I want to emphasize that this bill we are introducing provides for hunting and trapping only — no drilling, mining, timber cutting or access roads," said Senator Frank Murkowski, who with Senator Ted Stevens and Congressman Don Young (all of Alaska) is introducing the bill. "The bill must be clean. If it comes out with amendments on it, it is not going to go anywhere. We will advise our collegues to kill it on the floor."

Murkowski, touring Dallas, Houston and other points drumming up support for the bill, is being accompanied by a representative of the Wildlife Legislative Fund of America, a strong sportsmen's lobbying organization. The bill, the senator points out, opens no new territory in Alaska, but would restore some 12 million acres of the 25 million declared off-limits to hunting and trapping by the sweeping act in 1980. Technically, it would convert the acreage from "parks," in which there is no hunting, to "park preserves," where hunting is permitted.

"At the time of the 1980 act, I was not in the Senate," Murkowski said. "But committee members (he is on the Energy and Natural Resources Committee) indicate to me that the intention was to restore hunting to much of the land that the D-2 bill (Carter administration) set aside as National Parks.

"But late in the session with the entire bill in danger (all of the land would have reverted to non-wilderness status had Congress adjourned without taking some action) and time running out, it was decided that more amendments would kill it.

"We came back with the bill to restore hunting on some of the land last year, but again time ran out. This is the very same bill."

As Murkowski points out, hunting and fishing have never ceased in the areas that the 1980 Act put into National Park sanctuaries. Subsistence hunting is allowed. Contrary to popular belief, subsistence recepients are certified by the size of the towns and villages in which they live, not by native origin.

"The point is that hunting is not being managed properly, if at all. These areas are under the National Park Service now, and they don't have the expertise or personnel to manage and regulate the hunting in them.

"The point we want to make," Murkowski continued, "is that by opening up 12 million acres of the 25 million that was open prior to 1980, we can better manage the fish and game. It will take some of the pressure from surrounding areas that are getting too much pressure and distribute it more equally. We think there are sound biological reasons for this type of legislation."

The senator points out that in an area one-fifth the size of the lower United States, there are 32 million acres exempt from any hunting. In all the rest of the United States, there are but 30 million acres exempt from hunting.

The sponsors, anticipating the attacks from environmentalists and the anti-hunting forces, are stressing that hunting in Alaska is not an evironmental issue and conflicts only slightly with other outdoor activities, including backpacking. The sites designated in the bill are remote and many miles from visitor centers and hiking trails.

"And the major hunting seasons in Alaska do not begin until the fall, when the bulk of the tourist season is over," Murkowski said.

Alaskans, who with state forces have done a far better and more balanced job of game and fish management since statehood than the U.S. did before, generally approve the restoration of the hunting areas. Numerous outfitters, guides and resorters were put out of business by the 1980 ban.

The battle won't be easy. It is a symbolic issue with anti-hunters. Daniel M. Galbreath, board chairman of the Wildlife Legislative Fund of America, has no doubt about what it all means.

"Closing some of the best hunting and trapping land in the world for no rational purpose stands as a permanent monument to the success of the anti-hunting movement. It bitterly rankles sportsmen in every corner of the country, most of whom will never set foot in Alaska. Reopening the areas to hunting and trapping is of interest to American sportsmen universally."

There are many in Dallas and North Texas who were properly rankled by the measure in 1980 and who have not rested in their efforts to repeal all or part of the measure.

They, as individuals and as members of hunting and conservation organizations, will be writing, calling and wiring their elected representatives in Washington.

Murkowski hopes many more Texans will join them.

San Francisco Chronicle
THE VOICE OF THE WEST

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EDITORIALS

Hunting in Alaska's Wilds

ALASKA'S CONGRESSIONAL delegation is pushing for enactment of legislation that will open up 12 million acres in the rugged remoteness of this spectacular state's national parks to hunting and trapping. At first impression, this is the kind of thing that invokes the indrawn breath of exasperation and displeasure that is standard reaction to any increased killing of wild animals. Closer inspection, however, demonstrates considerable validity to the Alaskans' action.

It is important to note that the change would affect only remote areas which were traditionally hunted until withdrawn by the Carter administration in 1978, and are still being hunted by natives of this wild region for subsistence purposes. The Alaska lands act, which became law in 1980, established more than 43 million acres of new national parks and monuments, 24 million of which were closed to sport hunting. Hunting is not permitted in national parks, but is allowed in park preserves. The legislation introduced by Senators Ted Stevens and Frank Murkowski and Representative Don Young would change the designation of the acreage in question to allow hunting.

MURKOWSKI, A VIGOROUS, articulate senator with clear devotion to the special qualities that his state has in abundance, emphasizes that the measure will allow Alaska to manage the wildlife resources there "for the benefit of the species and use by Alaska's hunters." How does it benefit a species to allow it to become possible prey to the hunter's rifle and the trapper's snare?

Well, pro-hunting groups maintain that hunters are active and dependable conservationists who practice their sport in compliance with state regulations and do not impair the wildlife resource. They are not like those dreadful ivory pirates who kill elephants in Africa for outlaw profits. The International Association of Fish and Wildlife Agencies, which is an association of state government wildlife agencies, maintains that hunting is "an absolute necessity for the proper management and well-being of many wildlife populations."

Sportsmen's license fees and excise taxes on sporting equipment provide the financial base for conservation programs, habitat acquisition, research and other wildlife programs throughout the United States — to the tune of $500 million a year.

WHAT THIS LEGISLATION does is to preserve hunting patterns that have been traditional in Alaska. As Congressman Young put it: "We are doing nothing new here, only trying to put back in the rights of people to hunt where they have always."

In a state like Alaska, where it takes an accomplished and dedicated outdoorsman to get out to the hunting grounds, that can hardly be a great transgression. And because the hunting season does not begin until the fall, there will be little conflict between hunters and other recreational users like backpackers who tend to visit the areas in the summer.

This legislation will affect only 35 percent of the current national parklands in Alaska. The remaining 20 million acres will be closed to sport hunting. So this is no carte blanche for men and women with guns and traps. There will still be an outright ban in many sections of the state. And an important way of life that supports realistic conservation in this state will be preserved. That would seem solid reason to look on what the Alaskan delegation is doing with a sympathetic eye.

AMERICAN
HUNTER
FEBRUARY 1983
A PUBLICATION OF THE NATIONAL RIFLE ASSOCIATION

Editorial

Three years ago, American hunters and trappers suffered a major setback when Congress passed the Alaska National Interest Lands Conservation Act of 1980. This act designated some 25 million acres of federally owned game lands as national parks or monuments and closed them to hunting and trapping.

This year, American sportsmen could win back hunting rights on almost half the lands locked away back in 1980. Proposed legislation that would reopen nearly 12 million acres of prime big game habitat is to be introduced during the 98th Congress. Called the Alaska National Hunting Bill, the legislation will be introduced in the Senate by two Alaska Republicans — Assistant Majority Leader Ted Stevens and Sen. Frank Murkowski — and in the House by Rep. Don Young (R-Alaska). Committee action on the bill is expected in March and April.

If the bill is signed into law, hunting would again be allowed in some of the key big game regions in the state. Hunting is allowed in national park preserves but not in national parks or national monuments, so the single purpose of the Alaska National Hunting Bill is to reclassify these game-rich areas as national park preserves.

The Wildlife Legislative Fund of America (WLFA) is spearheading lobbying and media efforts in support of the bill, but the bill has won widespread backing from other important hunting and conservation organizations. Along with the NRA, the Foundation for North American Wild Sheep, Game Conservation International, The International Association of Fish and Wildlife Agencies, Fur Takers of America, and Mzuri Safari are working to win public and congressional support of the Alaska National Hunting Bill.

But even with the endorsement of these national lobbying groups, the bill probably won't pass unless it has *your* support. Many hunters may never be able to afford a big game hunt in Alaska and may believe, therefore, that this bill has no immediate effect on them or their hunting rights. But the consequences of this legislation extend well beyond the reopening of several Alaska game lands.

In effect, when a congressman votes on the Alaska National Hunting Bill, he will be saying "yes" or "no" to sport hunting in the United States. A "yes" vote will be an endorsement of sport hunting as a valuable recreational activity and wildlife management tool. A "no" vote will be a slap in the face to America's 20 million hunters and will set a dangerous precedent for the future.

As Daniel M. Galbreath, WLFA Board Chairman, has put it, "The outcome (of the bill) will determine the status of hunters in Congress for at least the next decade and will be a factor in every hunting-related bill that comes before Congress, and state legislatures, thereafter."

It's easy to see that the Alaska National Hunting Bill may be the most important hunting-related legislation in decades. A victory for the anti-hunters will no doubt strengthen their crusade to wipe out hunting and trapping.

But if sportsmen band together now, we can win back some of what has been lost to the anti-hunters, and we can ensure that in the future our voices will be heard above theirs.

You can help protect your right to continue to hunt by writing your senators and representatives. Urge them to vote "yes" on the Alaska National Hunting Bill. If you don't know your congressmen's names, just call or write NRA's Institute for Legislative Action. We'll let you know the outcome of the vote in a future issue.

Tom Fulgham

DETROIT NEWS
February 24, 1983

Hunting in Alaska

The role of a pristine wilderness in our day would seem to be clear — to serve as a source of spiritual refreshment for people to whom, unlike the indigenous birds and beasts, the wilderness is not home. Why can't the nation's lawmakers accept that uncomplicated evaluation?

The subject is controversial, of course, because some strict naturalists would lock up the woods for all except the hardy backpacker. And it is they who believe outdoors sportsmen should be kept off the premises.

In a sense it's an odd issue because neither the environmentalist nor the sportsman conservationist would tolerate the rape of the forest by a careless developer. A messy oil drilling rig is equally abhorrent to both groups, and they share the common goal of seeing unscarred woods and fields preserved for future generations.

Still, the classic battle is being resumed as Congress considers the Alaska Hunting Bill, a measure intended to soften the blow sustained by hunters, fishermen, and trappers when the Alaska National Interest Lands Conservation Act became law in 1980.

The act designated 25 million acres of Alaska wilderness as "parks," in which hunting, fishing, and trapping are prohibited. The hunting bill changes that to "park preserves," thus allowing the sports.

Strict environmentalists are fighting the change which, in effect, closes the wilderness lands to 73 million Americans who spend $500 million annually on fishing, hunting, and trapping licenses and excise taxes, money that all goes to federal fish and game funds for management and restocking programs.

And there's the rub. The sportsmen claim to be true conservationists who, although they willingly pay for such programs, have been deprived of their sports by environmentalists who don't provide equivalent direct support for the preservation of species.

Those who say the hunting bill threatens wildlife preservation are wrong. Hunting and fishing is regulated and fish and game are managed through daily limits. If pressures rise, the limits are reduced.

The Wildlife Legislative Federation, based in Columbus, Ohio, leads the campaign for the outdoors sportsmen, trying to build political muscle equal to that which did them in when the 1980 law was passed.

The sportsmen have a very strong case. The environmentalists are presumptuous indeed to lock up a territory the size of Indiana for their own selfish and exceedingly esoteric enjoyment — thereby excluding tens of millions of their countrymen who lay out hard cash to preserve the great outdoors.

PETERSEN'S
HUNTING
DECEMBER 1982

EDITORIAL

Since many of our editorials seem to deal with "doom and gloom" subjects, once in a while it is nice to be able to relate a little good news. And such appears to be the case with legislation that has been introduced in the Senate and House of Representatives by the Alaska congressional delegation.

The net effect of this legislation would be to open up approximately 12 million acres in remote areas of Alaska's national parks to sport hunting. This legislation would affect only remote areas, which traditionally were hunted until the Carter administration's infamous "land grab" of 1978. These lands are still hunted today, but only for subsistence purposes.

As we can all too well remember, the Alaska lands act became law in 1980, establishing more than 43 million acres of new national parks and monuments in Alaska, 24 million acres of which were closed to sport hunting. This, by the way, was in addition to about 7.5 million acres of parks and monuments that existed prior to 1980. Sport hunting is not permitted in national parks and monuments, but is permitted in national park preserves.

The legislation introduced by Senators Ted Stevens and Frank Murkowski as S. 2836 and by Congressman Don Young as H.R. 6977 would change the designation of about 12 million acres from park to park preserve.

"We're not suggesting opening areas such as old McKinley Park, where hunting has not been permitted for years and the number of visitors is high," Stevens said. "We foresee little or no conflict between hunters and other recreational users. Most backpackers and other non-hunters visit these areas in the summer, whereas most hunting does not begin until the fall."

Murkowski said the bill would not allow any other use of the proposed park preserves or make any changes in the protection granted to the remaining park lands. "Today's action affects 35 percent of the current national park lands in Alaska. The remaining 20 million acres will continue to be closed to sport hunting," he said. "This bill would enable the state of Alaska to manage the wildlife resources for the benefit of the species and use by Alaska's hunters."

A companion bill to both the House and Senate measures would compensate sport-hunting guides for loss of income as a result of hunting restrictions imposed in the Alaska lands act. At last count, nearly 100 guides were hurt by the federal designation of lands as non-hunting areas.

The limitations on hunting in Alaska, according to Senator Stevens, were motivated by two factors: "Anti-hunting sentiment, and a belief that park visitation and sport hunting are two uses which conflict." Stevens says very few backpackers and other non-hunting visitors ever venture into remote Alaska. "It is patently inequitable that a handful of visitors to these parks are effectively granted the exclusive right to use vast, multimillion-acre areas purportedly set aside for the benefit of all Americans."

While both the Senate and House bills have been referred to committee, the acreages to be reopened as specified in the present bills are: Katmai—brown bear, moose, caribou, lynx, beaver, wolf, and wolverine; Gate of the Arctic—Dall sheep, grizzly bear, moose, caribou, wolf, wolverine, marten, and lynx; Lake Clark—moose, caribou, Dall sheep, and brown (Kodiak) bear; Wrangell-Saint Elias—Dall sheep, moose, grizzly bear, mountain goat, bison, lynx, beaver, wolf, and wolverine; Denali—Dall sheep, grizzly bear, moose, black bear, caribou, beaver, wolverine, wolf, mink, marten, and lynx; Kenai Fjords—mountain goat, black bear, and brown bear; Glacier Bay—mountain goat and brown bear; Aniakchak—brown bear and moose.

While legislation such as this is certainly needed, we hunters are not assured of its passage unless all of us in the lower 48 states become active and get involved quickly. Congress will certainly be subject to a lot of heavy lobbying from the anti-hunting interests. We must not continue to remain along the sidelines. We must let our Representatives and Senators know that we support the moving of these bills out of committee and passage by the full Congress. Thousands of letters are needed immediately! In addition, the Wildlife Legislative Fund of America (WLFA) is organizing a million-dollar national lobbying campaign in support of this legislation. Contributions should be sent to the WLFA National Headquarters, 50 W. Broad St., Columbus, OH 43215.

B.C.B.

North American Hunter Jan/Feb '82

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THE VIEW FROM HERE

Hunting Needs Your Help

There exists today, a golden opportunity for you to help preserve sport hunting in the United States. It's probably a once-in-a-lifetime chance for you to make your voice heard in opposition to the anti-hunting groups. If you don't act, you will have no one but yourself to blame when your hunting privileges are gradually restricted or completely taken away. Let me explain what's going on in Congress.

In 1980, the anti-hunting groups lobbied quite successfully to have 25 million acres in Alaska (an area bigger than Indiana) closed to hunting when Congress classified the uses of federally-owned lands in that state.

Alaska's Senators Stevens and Murkowski, as well as that state's Congressman Young, have just introduced legislation to reopen these areas to hunting. These areas provide excellent hunting for grizzly, black bear, moose, caribou, mountain goat and other species.

Now you may ask, why should I be concerned about what happens to hunting in Alaska? The answer is—the vote on this legislation will be the first time that Congress will vote strictly on the hunting issue. **If we lose the vote, a clear signal will be sent to the various state legislatures, including yours, that the official mood of the country is anti-hunting.** And that is sure to affect your own future hunting rights. So you can see that this issue is vital to all hunters.

Take 10 minutes of your time to write a short note to tell your Congressman that you support the Alaska National Hunting Bill now before Congress.

No matter where you live, this upcoming vote is of extreme importance to you. Please don't sit on your hands and do nothing about this matter. **Don't you think it's about time we hunters made our voices heard on this strictly hunting issue?** I know I can count on you.

That's the view from here.

Paul

Paul S. Burke, Jr.
President

P.S. If you're not sure of the names of your Senators or Representative, just call your library or U.S. Post Office. Your Senators (both of them) should be written as follows:

Senator __________
United States Senate
Washington, DC 20510

Your Representative should be addressed:

Congressman __________
U.S. House of Representatives
Washington, DC 20515

Simply tell them you support the Alaska National Hunting Bill and ask them to vote in favor of it. It will take 10 minutes of your time to help preserve the sport you love. Won't you do it today?

Editorial

Let's Keep It Simple

by Mark LaBarbera

When we talk about hunting legislation, it seems that we get bogged down in legal wording and hard-to-remember titles. So let's keep this simple.

Three Alaskan legislators have introduced a bill in Congress to reopen about 12 million acres of prime Alaska hunting land now closed to all sportsmen, including yourself as a North American Hunting Club member.

The question being put before your congressmen is one of hunting. They may think that you don't care about Alaska because it's so far away. Even if we never make it to Alaska to hunt, we need to let our congressmen know we do care about opening those lands up to hunting as they were before the 1980 act. The results of this legislation will be a guidepost for every lawmaker considering future bills related to hunting.

The Alaska National Hunting Bill will probably see committee action in Congress in a few weeks. That allows you enough time today or tomorrow to write to your congressmen. To find their names, contact your local library or post office.

Address your envelope and letter like this:

Senator__________
United States Senate
Washington, DC
20510

Congressman________
U.S. House of
Representatives
Washington, DC
20515

Take a few minutes now to quickly mention that you support the Alaska National Hunting Bill and ask your congressman to vote for it.

One final note: Rick Story of The Wildlife Legislative Fund of America asked me to pass along his thanks to those of you who helped with letters and donations to the successful campaign in the "Bobcat Suit." You'll remember WLFA organized the grass-roots campaign which successfully amended the Endangered Species Act to help hunters.

We can once again help ourselves by contributing to the WLFA coffers and telling Rick Story that your donation is to be used only for The Alaska National Hunting Bill battle.

Write to: WLFA, Dept. NAH, 50 W. Brand St., Columbus, OH 43215. Thanks.

Keeping Track
Dec '82

Muncie IND

1-9-83

'A Penny for 120,000 Acres of Hunting Land'

By BILL CHURCH
For The Muncie Star

Let Me Tell You

Yes, this needs to be reported. But I sure hate to be the one to do it.

It's like this: In 1980, the Alaska Lands Act closed 25 million acres of the world's best hunting lands to hunters. There was no good reason for perpetrating this distortion of American rights. This was a victory for the anti-hunters. They celebrated. Twenty-five million acres is bigger than the state of Indiana.

With the above in mind, let me present the issue as written by a good friend of mine, Clare Conley, headlined, "A Penny for 120,000 Acres of Alaskan Hunting Land."

"Does that sound like a good deal? Well, it is. But it takes some explanation.

"Back in 1980, a bill usually called the Alaska Lands Act was pushed through the United States Congress by a combination of nature, preservationist, and outright anti-hunting groups. The act substantially reduced sport hunting in Alaska by closing 24.7 million acres to hunting. This was in addition to the 7.5 million acres previously withdrawn.

"Currently the total acreage in Alaska closed to sport hunting is 32 million acres. By comparison there are only 30 million acres in all the lower 48 states where hunting is not allowed.

"Of course, such a gigantic closure was complete nonsense. The game animals were not in danger. The state of Alaska had been doing a good job of taking care of the game herds for a long time. There simply aren't enough hunters in most of Alaska to cause any kind of a problem. The motivation behind the Act was largely to knock our a vast area of prime hunting and put them into *park* status. The fact that there are more hunters and fishermen than preservationists meant nothing to the previous administration."

Clare writes that a bill has been introduced into the House and Senate that should put at least 12 million acres of this land back into hunting status. This means that it will be labeled Park Reserve rather than as it is now, Park. This also means that it will be administered by the Bureau of Land Management rather than the Park Service. Guess which one is pro-hunting.

"I talked with Senators Stevens and Murkowski and they tell me that even though this is the right thing to do, the cost of getting this bill through congress will probably be $1 million.

"Here's what I propose — send a dollar. A buck toward 12 million acres is a good deal. Even if you never go there, it's nice to know that you can hunt Alaska if you do get a chance. That's what I meant by a penny for 120,000 acres. Send your dollar to: Dan Galbreath, Wildlife Legislative Fund, 50 W. Broad St., Columbus, Ohio, 43215."

You can say Bill Church told you.

May 1983

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SUSTAINING MEMBER
BIG GAME RECORDS

The Editor Comments

Is Congress for hunting or against hunting?

That's a question which should be answered in the next month or two. A bill now before Congress — The Alaska National Hunting Bill — calls for reclassification of some 12 million Alaskan acres closed to hunting in 1980. If our legislators restore the rights lost when The Alaska National Interest Lands Conservation Act was passed three years ago, America's 73 million hunters, fishermen and trappers will have good cause to rejoice. If Congress rejects the bill, the anti-hunters will be celebrating. Again.

Regular readers of this column may remember discussion about the Alaska Lands Act bill. The 1980 act effectively slammed the door on sport hunting on 24.7 million acres of prime hunting territory in Alaska. Anti-hunting forces claimed credit for the victory. Stunned sportsmen fell back to regroup.

Last year Alaska's two senators, Ted Stevens and Frank Murkowski, and Congressman Don Young introduced identical bills in the Senate and House. Their legislation would reclassify 12 million acres of the lands closed from "Park" to "Park Preserve" status (the only thing permitted in a National Park Preserve that is prohibited in a Park is hunting; timber cutting, oil drilling and mining are prohibited in both). By design, this bill addresses only hunting. And now the nation's sportsmen will be able to see how their elected representatives feel about hunting. Their sentiment will be apparent in the vote they cast on The Alaska National Hunting Bill.

Naturally the hunter-haters are mounting a well-financed campaign to convince senators and congressmen to vote against the pro-hunting bill. But the hunters are not sitting idly by while lies and preservationist propaganda are being spread. Led by the Wildlife Legialstive Fund of America, major pro-hunting organizations and individual sportsmen alike are lobbying for passage of the National Hunting Bill.

You can help. Here's how.

Write or phone your congressmen and senators today. Write to them at U.S. House of Representatives, Washington, DC 20515 and the U.S. Senate, Washington, DC 20510. Telephone 1-202-224-3121 and ask to speak with your U.S. Representative or either of your two senators. Urge them to vote "yes" on the Alaska National Hunting Bill. Ask them how they plan to vote.

Finally, seriously consider sending a donation to the non-profit Wildlife Legislative Fund of America 50 West Broad St., Columbus, OH 43215. The money will be used to protect our hunting rights. That's a promise.

Watch future issues for additional reports. We'll keep you posted on what's going on and who's winning the war against the anti-hunters.

Congress Eyes Alaskan Hunting Lands

by Thomas L. Washington
Executive Director

Legislative Report

Efforts are being made in Congress to reopen some of the millions of acres that were closed to sport hunting in 1980 through passage of the Alaska Lands Act.

That landmark act aimed at settling state and federal land claims in Alaska. It closed 24.5 million acres of national parks and monuments to sport hunting while leaving 18.9 million acres of "park preserves" open to hunting.

"Most people appreciate that the bill went too far," said Daniel M. Galbreath, chairman of the Wildlife Legislative Fund of America.

That conviction is reflected in bills introduced by Alaska's two senators, Ted Stevens and Frank Murkowski, and its representative, Don Young. The bills, S. 2826 and H.R. 6977, deal with sport hunting exclusively. This is entirely intentional. The sponsors want to limit debate to hunting and avoid having their measures clouded by other considerations that could pave the way to reopening the entire Alaska lands issue.

The bills would redesignate approximately 12 million acres of national park lands as park preserve lands to allow sport hunting. The park preserve redesignations would significantly improve sport hunting opportunities, particularly for moose, caribou, brown bear, grizzly bear, and mountain goats.

The proposed legislation would redesignate lands within the following national park units: Aniakchak, Denali, Gates of the Arctic, Glacier Bay, Katmai, Kenai Fjords, Lake Clark, and Wrangell-St. Elias and would add lands to the Noatak National Preserve.

You can help advance sport hunting by seeking to elicit firm commitments, prior to the November election, from your representatives in Congress and candidates for Congress to support this legislation during next year's 98th Congress.

•

'SURPLUS' LAND INVENTORY—Partly to fulfill a pledge made to State Sen. Mitch Irwin, D-Sault Ste. Marie, the Department of Natural Resources is compiling a list of "surplus" state-owned land that might be sold.

Irwin introduced two bills earlier in the year dealing with state land ownership. One calls for the DNR to inventory its land and designate acreage that would be offered for sale as surplus property. The other would allow the DNR to sell outright land classified as surplus and place the proceeds in escrow for use in later purchases of land considered more suitable for state ownership.

At present, state lands are not normally sold to private parties. An industry or individual interested in acquiring a tract owned by the state must trade a piece of land for the desired parcel. If the industry or individual does not have land in which the state is interested, it may acquire land from a third party that the state *does* want and offer it to the state in a three-way exchange.

Exceptions to this are isolated parcels that have reverted to the state for nonpayment of taxes. These are offered for sale to the highest bidders at auctions held periodically by the state.

The DNR is on record in favor of a special fund similar to the one proposed by Irwin that would allow the state to make direct purchases of land it wants for public use.

The idea of selling surplus state land has some merit, provided there are no massive sales and that disposal of these lands is strictly controlled.

•

OTHER PENDING BILLS—Irwin's bills are among several important conservation measures that awaited the Legislature's return August 30 from its summer recess.

Among them is the Michigan Resource Heritage Amendment to guarantee that revenues from mineral production on state lands is placed in trust for recreational land acquisition, economic development, natural resources, energy, and game and fish purposes.

Others include bills to extend the Report All Poaching (RAP) program, the public access program for hunters in the southern Lower Peninsula, and the Toxic Substance Control Commission. All of these are covered by "sunset clauses" and will automatically expire unless the Legislature acts to extend them.

Legislation to set standards for coal mining in Michigan and to authorize the state to join with others in a low-level radioactive waste compact also is pending.

The big question is whether the Legislature will make time to address all of these bills in the few remaining months of a session in which its attention will be diverted by the general election in November.

MICHIGAN OUT-OF-DOORS

EDITORIAL TRAILS

The Battle Lines Are Drawn

It's nice to know who your friends are—and who they aren't. For a long time I have said that organizations such as the Sierra Club, the National Audubon Society and the Wilderness Society are closet anti-hunting groups. Well, they have finally come out of the closet.

In the December editorial, I told you about an effort being made to return 12 million acres of Alaska land to hunting status. That land was removed from hunting through the device of the Alaska Lands Act about two years ago. Backers of this heavily preservationist and anti-hunting bill included the Wilderness Society, the National Audubon Society, the Sierra Club, the National Wildlife Federation, the Izaak Walton League, Cleveland Amory's Fund for Animals and Alice Herrington's Friends of Animals.

This group lobbied heavily with what was then a liberal Carter administration and got whatever it wanted. And hunters got the short end of the stick on the Alaska Lands Act because 25 million acres ended up being taken out of hunting. This was land on which the animals had never been threatened by sport hunting. In fact, game management has always been excellent in Alaska and there was no good reason to remove any of the state from hunting. But the preservationists wanted as much land made into parks as they could get. They went for it and got it.

It is hard to visualize just how much land 25 million acres is. It is an area about the size of Louisiana, Virginia or New York. This is the amount of land these groups stopped hunting on just in Alaska. So now many of us want to open up about half of that land again. There is no reason not to. The only people who ever used the land in the first place were hunters and trappers. For example, this year there were only 3,000 people at the visitors center for the Wrangell-St. Elias area. And this combination park and park preserve contains 13 million acres. (Park preserves are open to hunting.)

But on December 2, 1982, the Wilderness Society, the Sierra Club, the National Audubon Society and the National Parks and Conservation Association, under the guise of the Alaska Coalition, saw fit to write to all the members of the United States Congress and urge them not to support the bill to reopen hunting on the 12 million acres in question. This is an outright anti-hunting move, and no amount of nay-saying will change it.

It is important to note that the National Wildlife Federation and the Izaak Walton League are not part of this new "coalition."

The letter is a bundle of half-truths and misleading statements. For example, it says, "As you know, sport hunting is not allowed in national parks." Yes, but it is allowed in park preserves, which are run by the National Park Service.

The letter says, "The pending legislation, for which the Alaska senators are seeking your co-sponsorship, would throw out this long history of holding the national parks inviolate." The land in question was open to hunting from the beginning of time and has only been closed two years. So which has the longer history—hunting or parks?

But the best is this sentence: "If Denali, Gates of the Arctic, Wrangell-St. Elias, Katmai and other magnificent national parks are opened to sport hunting, can Yellowstone, Great Smokies, Yosemite, Olympic and others be far behind?" This is so far off the wall as to be laughable if it weren't such a pathetically stupid statement. Much more probable would be for me to say, "If the preservationists can lock up 25 million acres of Alaska, how long will it be before they try to stop hunting in more places, not just Alaska?" We are only asking that 12 million acres be reopened, leaving 13 million still in parks.

And who are these people who seek to control so much land in Alaska? I thought I would at least find out how many of them there are, assuming that every member of these organizations is in favor of the management stand against hunting, which I doubt. Remember, there are about 20 million hunters in the United States. The National Audubon Society has 505,000 members. The Sierra Club has 336,262 members. The National Parks and Conservation Association has 40,000 members. And the Wilderness Society has an estimated 5,000 members. If you put them all together there aren't one million members. So who are they to order us around?

I asked you in December to send in $1 to help the campaign to return this land to hunting. Please do. At the time I write this, the middle of December, about $3,000 had come in from OUTDOOR LIFE readers. A lot more is needed. If you can't send a buck, send what you can. Donations have ranged from 35¢ to $25—and I'm just as proud of that reader who sent the 35¢ as the one who sent $25. You're probably wondering what I sent or if I sent anything. I did—$10. And I wrote a little note with it just like I asked you to do saying, "I'm an OUTDOOR LIFE reader." I *really* am.

The address is: Dan Galbreath, The Wildlife Legislative Fund of America, 50 West Broad Street, Columbus, OH 43215. I'll keep you posted on how we're doing.

Clare Conley

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Outdoor Life 2/83

October, 1982 **Field & Stream**®

REOPEN ALASKA TO HUNTING

AMERICA'S NUMBER ONE SPORTSMAN'S MAGAZINE

Two identical bills were introduced in the United States Senate and the United States House of Representatives in August 1982 by Alaska Senators Ted Stevens and Frank Murkowski, and Alaska Congressman Don Young. These bills are of vital interest to all sportsmen—whether or not they are fortunate enough to hunt in Alaska.

The bills—S. 2836 and H.R. 6977—would open to hunting nearly 12 million acres of prime federally owned Alaska wilderness which was closed to hunting by Congress in 1980 as part of the Alaska National Interest Lands Conservation Act.

The legislation just introduced deals with the right to hunt, and therein lies its importance. The public lands in question had long supported sport and subsistence hunting. The lands were not closed for reasons of wildlife conservation, or to protect the habitat (mining, cutting, and drilling are not allowed on these lands), or for any other rational reason. They were closed because anti-hunting sentiment prevailed.

The lands to be opened include almost 7.5 million acres of prime Dall sheep habitat in Gates of the Arctic and Wrangell-Saint Elias Parks. These two areas, plus Katmai, Lake Clark, Denali, Kenai Fjords, Glacier Bay, and Aniakchak—a total of 11,780,000 acres—also provide good hunting for brown/grizzly bears, black bears, moose, caribou, and mountain goats.

Reopening these lands—which means amending the Alaska National Interest Conservation Act—requires an act of Congress. The legislation introduced by Messrs. Stevens, Murkowski, and Young would reclassify these areas from "Parks" to "Park Preserves." The only distinction is that hunting and trapping are allowed in Park Preserves, not in Parks.

The legislative campaign will begin in earnest in January 1983. This legislation will be the first major national confrontation on the subject of hunting, and it requires your continuing support.

The national lobbying campaign for this vital legislation will be spearheaded by the Wildlife Legislative Fund of America. FIELD & STREAM will keep you updated on developments in this campaign to reopen some of the finest wilderness hunting in the world. For now, you should write your senators and congressman to support S. 2836 and H.R. 6977.

If you don't know the name of your senators and congressman, ask your local post office for a list, or contact the League of Women Voters (there's an office in most cities) or your local newspaper. You can write them at: U.S. Senate, Washington D.C. 20510 and U.S. House of Representatives, Washington D.C. 20515.

Duncan Barnes
Editor

OUTDOOR
LIFE

EDITORIAL TRAILS

DECEMBER, 1982

A PENNY FOR 120,000 ACRES OF ALASKAN HUNTING LAND

Does that sound like a good deal? Well, it is. But it takes some explanation.

Back in 1980 a bill usually called the Alaska Lands Act was pushed through the United States Congress by a combination of nature, preservationist and outright anti-hunting groups. The act substantially reduced sport hunting in Alaska by closing 24.7 million acres to hunting. This was in addition to the 7.5 million acres which had previously been withdrawn.

So currently the total acreage in Alaska closed to sport hunting is 32 million acres. By comparison there are only 30 million federal acres in all the Lower 48 states where hunting is not allowed. You can see why such anti-hunting groups as Friends of Animals and Fund for Animals rejoiced at being able to lock hunters out of 24.7 million acres in one stroke.

Of course, such a gigantic closure was complete nonsense. The game animals were not in danger. The State of Alaska had been doing a good job of taking care of the game herds for a long time and there simply aren't enough hunters in most of Alaska to cause any kind of a problem. The motivation behind the act was largely to knock out vast areas of prime hunting and put them into a park status. The fact that there are more hunters and fishermen than preservationists meant nothing to the previous administration.

I don't agree with a lot that this administration wants to do with land, either. (See "They're Selling Our Forests" in this issue.) But at least there is some openmindedness about hunting in Alaska. In August, Alaska's two senators, Ted Stevens and Frank Murkowski, jointly introduced a bill in the U.S. Senate, S.2836, which would amend the Alaska Lands Act to reopen 12 million acres of the closed land to sport hunting. This is strictly a hunting versus anti-hunting issue. No other resources are involved.

I am glad to see this action being taken. I only wish it would go farther to take the land out of the National Park Service administration altogether, because the basic philosophy of the Park Service is non-hunting. I would prefer that the land be in National Recréation Areas run by the Bureau of Land Management, a pro-hunting organization.

Still, changing the designation of the land from National Park to National Park Preserve and thus allowing hunting is a big step in the right direction. I am for it and I want your help.

I talked with Senators Stevens and Murkowski and they tell me that even though this is the right thing to do, the cost of getting this bill through Congress will probably be $1 million. The money goes into mailings to people all over the United States and into lobbying. Seems crazy that we have to spend so much just to set the record straight, but it is the only thing to do.

So I talked with the Wildlife Legislative Fund of America, which is very interested in this amendment, too. I asked Chairman of the Board Dan Galbreath, who also owns the Pittsburg Pirates, "If I asked my readers to send in money to turn this problem around, will I be assured that all the money will go to getting the 12 million acres of Alaska back for hunting?"

He assured me that it would. The WLFA is coordinating with the two senators.

So here's what I propose. How about sending in a dollar? I think a buck for 12 million acres is a good deal. Even if you never go there, it's nice to know that you can hunt Alaska if you get a chance. And it's such a pleasure to zing it to all the Cleveland Amorys of the world.

That's what I meant by a penny for 120,000 acres of Alaskan hunting land. This issue of this magazine will have about seven million readers and if only one-seventh of the readers sent in a dollar we could save a big chunk of Alaska. Believe me, it is worth it.

But don't send your dollars to me. Send your $1 and a note that just says, "I'm an OUTDOOR LIFE reader", to Dan Galbreath, The Wildlife Legislative Fund of America, 50 West Broad Street, Columbus, OH 43215.

Later on I'll let you know how well you did.

Clare Conley
Editor

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EDITORIALS

Hunting in Alaska's Wilds

ALASKA'S CONGRESSIONAL delegation is pushing for enactment of legislation that will open up 12 million acres in the rugged remoteness of this spectacular state's national parks to hunting and trapping. At first impression, this is the kind of thing that invokes the indrawn breath of exasperation and displeasure that is standard reaction to any increased killing of wild animals. Closer inspection, however, demonstrates considerable validity to the Alaskans' action.

It is important to note that the change would affect only remote areas which were traditionally hunted until withdrawn by the Carter administration in 1978, and are still being hunted by natives of this wild region for subsistence purposes. The Alaska lands act, which became law in 1980, established more than 43 million acres of new national parks and monuments, 24 million of which were closed to sport hunting. Hunting is not permitted in national parks, but is allowed in park preserves. The legislation introduced by Senators Ted Stevens and Frank Murkowski and Representative Don Young would change the designation of the acreage in question to allow hunting.

MURKOWSKI, A VIGOROUS, articulate senator with clear devotion to the special qualities that his state has in abundance, emphasizes that the measure will allow Alaska to manage the wildlife resources there "for the benefit of the species and use by Alaska's hunters." How does it benefit a species to allow it to become possible prey to the hunter's rifle and the trapper's snare?

Well, pro-hunting groups maintain that hunters are active and dependable conservationists who practice their sport in compliance with state regulations and do not impair the wildlife resource. They are not like those dreadful ivory pirates who kill elephants in Africa for outlaw profits. The International Association of Fish and Wildlife Agencies, which is an association of state government wildlife agencies, maintains that hunting is "an absolute necessity for the proper management and well-being of many wildlife populations."

Sportsmen's license fees and excise taxes on sporting equipment provide the financial base for conservation programs, habitat acquisition, research and other wildlife programs throughout the United States — to the tune of $500 million a year.

WHAT THIS LEGISLATION does is to preserve hunting patterns that have been traditional in Alaska. As Congressman Young put it: "We are doing nothing new here, only trying to put back in the rights of people to hunt where they have always."

In a state like Alaska, where it takes an accomplished and dedicated outdoorsman to get out to the hunting grounds, that can hardly be a great transgression. And because the hunting season does not begin until the fall, there will be little conflict between hunters and other recreational users like backpackers who tend to visit the areas in the summer.

This legislation will affect only 35 percent of the current national parklands in Alaska. The remaining 20 million acres will be closed to sport hunting. So this is no carte blanche for men and women with guns and traps. There will still be an outright ban in many sections of the state. And an important way of life that supports realistic conservation in this state will be preserved. That would seem solid reason to look on what the Alaskan delegation is doing with a sympathetic eye.

OUTDOOR LIFE JANUARY 1983

Alaska Showdown

The Alaska Lands Act has taken away nearly 25 million acres from hunters, but Senator Ted Stevens has introduced a bill to reopen Alaska's land. The outcome will affect hunters everywhere.

BY RICHARD STARNES, EDITOR-AT-LARGE

In any ranking of the orneriest, most cross-grained, feistiest members of the U.S. Senate, high among the top 10 would be Ted Stevens of Alaska. This observation is not intended as a put-down, far from it. It comes as high praise from one weary watcher of the ways of Washington, where the typical lawgiver is a wimpy, don't-ever-offend-anyone homogenizer of history who would compromise away the family farm if it'd win him votes, which is to say the antithesis of Stevens.

This appraisal of Stevens is not an idle whimsy, for he has just taken on a horrendously difficult task that is vital to the interests of every American outdoorsman and it is going to take all his toughness to get it done. The chore is the reform (although that is a word Stevens avoids using) of the enormous, sprawling, unmanageable, classic product of legislation-by-compromise, that monumental, unworkable and badly thought-out Alaska Lands Act of 1980.

It is likely that not one person in 10,000 understands the Alaska land law. It deals in numbers that numb the mind (ever wonder just how big a lump 24 million acres is?) and in an attempt to please everyone from trophy gunners to anti-hunters, it came out looking as if it had been devised by a first-grader with a new box of paints. The law did a great many things involving mineral exploration, native rights, roads and forests, but of specific interest to hunters is the fact that it designated 24.6 million acres of new National Parks and Monuments to be added to the 7.5 million acres that already existed—which is to say an area about one-third the size of California—and then closed it to sport hunting.

These lands, which contain some of the most wonderful hunting to be found anywhere on earth, were closed to sport hunting for no sensible reason at all. Subsistence hunting was allowed, even though no one has really ever quite agreed on what subsistence hunting is. As one measure of the size of this affront to hunters, it should be noted that in all the Lower 48 there are fewer than 30 million acres of National Parks closed to hunting, and I should also point out that all of the 24 million acres closed under the 1980 act were open to hunting until President Carter shut it down under the 1978 Antiquities Act. It boils down to this: Between the Antiquities Act and the Alaska Lands Act, a huge area was closed to sport hunting that had thrived under a century or more of hunting, that had provided a livelihood for a good many guides and outfitters and that had provided unexampled sports hunting for American gunners.

The announced intent of the 1980 act was to preserve Alaska for the enjoyment of all outdoorsmen, but the fact is that virtually all Americans have happily ignored Alaska and the small number that did not—mostly sport hunters—are now frozen out of much of their prime grounds.

There were other baleful effects of the law as well, not the least of which was wiping out an important part of Alaska's sport hunting industry, at a cost that is variously estimated at between $20 million and $40 million a year. Moreover, all of the experience in scientific game management leads to the inescapable conclusion that the game herds that prosper and endure are those that live under a program in which regulated sport hunting plays an important role.

This is, to be sure, a painful subject. It will soon be a quarter of a century since Alaska achieved statehood and that span of time surely should have been sufficient to enact a rational use program for the state's vast treasure of public lands. The strife and contention has been continuous and a great deal of hard work has gone into attempts to settle the question, but the results have been far from satisfactory.

Given this troubled background, it takes a brave man to ride into the same battle again, which is why it is a good thing that Ted Stevens has a hide like an elephant and a well-developed instinct for the jugular. He will need both when the new Congress meets in January and once again takes up the question of Alaska land.

Stevens (joined by the rest of the Alaska congressional delegation, Sen. Frank Murkowski and Rep. Don Young) has introduced a bill containing amendments calculated to redress some of the more egregious wrongs contained in the 1980 law. His bill would reopen to sport hunting nearly 12 million acres of the 24 million that were closed and it is important to note at once that the legislation would affect only traditionally hunted areas (which continue to be hunted by subsistence hunters). Most of the areas are remote and all of them would benefit from the economic base of renewed sport hunting and the closer management this would afford.

"We are not suggesting opening areas such as old McKinley Park, where hunting

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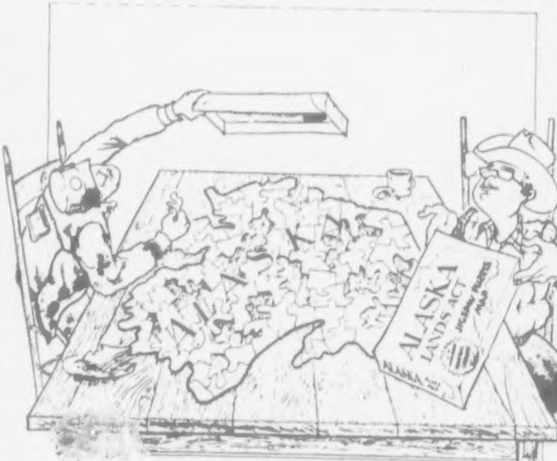

"The only pieces missing are the hunting grounds, but it says here that we have all we need."

ILLUSTRATION BY DENNIS DITTRICH

has not been permitted for years and the number of visitors is high," Stevens told OUTDOOR LIFE. "We foresee little or no conflict between hunters and other recreational users. Most backpackers or other nonhunters visit these areas in the summer, whereas most hunting does not begin until the fall."

"Although the intent of the Carter withdrawals and subsequent Congressional designation of these parks was to preserve Alaska lands for use by all Americans," Stevens continued. "Congress actually abolished a long history of hunting that had no adverse impact on the lands and apparently did not impair the suitability of these lands for inclusion in the park system."

Stevens noted that the new bill "will not modify use in the parks except for sport hunting purposes. No roads will be built, nor is there expansion of any oil or mineral resource development under this legislation. The land will remain under National Park Service control."

Not that logic ever has much impact on the people who oppose rational, multipurpose use of public lands (it doesn't), but Stevens does his best to dispose of the argument that sport hunting somehow disqualifies land for other use.

"The limitation of hunting in these vast areas appears to have been motivated by two factors: anti-hunting sentiment and a belief that park visitation and sport hunting are two uses that conflict," he said. He notes sadly and with considerable understatement that "it is difficult to counter the former (argument)" but adds, "the latter belief is clearly erroneous."

Stevens points out that for all their noisy advocacy, nonhunting users of the vast Alaskan wilderness are few in number. Last year, for example, in the 13 million-acre Wrangell-St. Elias National Park there were no more than 3,000 visitors, leading Stevens to suggest that it is "patently inequitable that a handful of visitors in these parks are effectively granted the exclusive right to use vast multimillion-acre areas purportedly set aside for the benefit of all Americans."

"Many hunters travel to Alaska to enjoy the experience and challenge of a big-game hunt," Stevens continued. "They should be permitted status equal to other users."

Stevens tries to head off the phony argument that opening the 12 million additional acres to sport hunting will somehow inhibit multiple use of the parks. He points out that virtually all of the additional hunting acreage under his bill is much too remote to interest any but dedicated hunters, most of whom will fly to the hunting grounds. In the Denali National Park/Preserve in central Alaska, for example, about 1.5 million acres would be reopened, almost all of it 50 miles from the main visitor area and inaccessible by road. In the Glacier Bay National Park Preserve, the 236,000 acres to be reopened lie more than 100 miles from the principal visitor areas and are accessible only by boat or aircraft. In Katmai National Park/Preserve, where Stevens wants to reopen 1.04 million acres, the new area is 20 to 40 miles from Brooks Camp, a National Park Service facility that is popular with nonhunting visitors. All of these proposed hunting areas contain sheep, grizzly bear, caribou and moose.

Good sense and equity plainly are on the side of the changes Stevens proposes, but that is not to say they will be easily won. The same people responsible for misshaping the 1980 law can again be expected to trot out all of the hoary, discredited arguments that served them so well three years ago. I talked at some length with one canny old Capitol Hill insider who is well acquainted with the politics of this matter, and his appraisal is worth recording.

"Stevens understands as well as anyone up here the real danger his bill faces. The people who want to defeat it will not attack it head-on because their arguments against it are lousy. What they will try to do—and what Stevens is already trying to prevent—is to use the Stevens bill to reopen the whole, horrible, complicated Alaska land problem. This includes a great many tough issues involving oil exploration, mining, road building, native rights, trees—the whole ball of wax. If this happens it is going to be very difficult to get any bill. Congress has too much on its plate to go through another brutal struggle like the one over the 1980 Alaska bill. Stevens' only hope is to keep the bill targeted on the one narrow issue it addresses: restoring sport hunting in those 12 million acres where it never should have been stopped."

Fortunately, the proponents of the Stevens bill are better organized and surely more sophisticated than they were when the anti-hunters handed them their heads three years ago. Spearheading the fight to reopen the 12 million acres is the Wildlife Legislative Fund of America, which has already shown its muscle in a dozen or more critical issues affecting outdoor recreation.

"Closing some of the best hunting and trapping land in the world for no rational purpose stands as a permanent monument to the success of the anti-hunting movement," WLFA said in its rallying cry over this issue. "It bitterly rankles sportsmen in every corner of the country, 99 percent of whom will never set foot in Alaska. Reopening the areas to hunting and trapping is of interest to American sportsmen universally. The 1983 legislation will deal only with hunting—and will be the first major national confrontation on the subject of hunting. Members of Congress will be voting for hunting or against hunting. The outcome will determine the status of hunters for at least a decade and it will be a factor in every hunting-related bill that comes before Congress hereafter."

This is no exaggeration. The fight on the Stevens bill will be as critical as any vote the 98th Congress will take concerning a question affecting outdoor recreation. And if American outdoorsmen take part in no other debate over public policy this year, they should take part in this one. Writing letters to congressmen and senators is always useful, of course, but there is an additional way hunters can make their voices heard even more effectively. WLFA's lobbying expertise is costly. If every American hunter sent $1 to WLFA—earmarked for use in supporting Senator Stevens' bill—it would build a war chest that even the well-oiled machine of the anti-hunters could not match.

The Wildlife Legislative Fund of America national headquarters is at 50 West Broad Street, Columbus, OH 43215.

It might be the best buck you ever spent.

Outdoor Life

Flint, Mich

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Identical bills may help sportsmen 'win back' Alaskan hunting lands

KENNETH PETERSON

OUTDOOR EDITOR

Sportsmen will get a chance this year to try to win back millions of acres of Alaskan lands closed to hunting by the 1980 Alaska National Interest Lands Conservation Act.

Identical bills have been introduced in the House and Senate seeking to reopen to hunting nearly 12 million acres of federally owned lands in remote areas of Alaska.

Relatively few hunters — or even hikers and other sightseers get to enjoy the wilds of Alaska — but reopening the lands is crucial if hunters are to have the same opportunities as other users of the lands.

But the issue is deeper than getting more land for hunting. It is really a question of whether the right to hunt in America is to prevail.

From all reports on the land in question, wildlife conservation was not a factor in the 1980 bills closing it. Neither was habitat protection, because mining, timber cutting and drilling are not allowed.

The only conclusion — shared by wildlifers and others — is that the closing was supported by, and was a victory for, those who either oppose hunting or have no interest in it.

THE EFFECT UPON those who always had hunted or who want to hunt these lands is great. The 24.8 million acres closed is bigger than the state of Indiana. Only half of the land would be reopened under the proposed amendments.

Most of the Alaskan lands closed in 1980 are said to be remote, with park visitors largely confined to the edges. Most of the hikers and backpackers who penetrate the interior do so in the summer.

That is one of the reasons why excluding hunting does not make sense, because the activity begins in the fall — coming after tourism is generally ended.

Recreational use of the parks is small considering the vast acreage. For example, 3,000 people visited the 13 million-acre Wrangell-St. Elias National Park and Park Preserve last year.

That works out to about 4,000 acres per person. It is like giving 74 people an entire county to themselves. Is it asking too much of a hiker or other visitor to share some of his 4,000 acres with a hunter?

That is the idea behind the proposal.

THE LANDS had been shared. All of the lands had been traditionally hunted and subsistence hunting — whatever that is — still is permitted.

The 11.7 million acres Alaska Sens. Ted Stevens and Frank H. Murkowski, with Alaska Rep. Don Young — all Republicans — want to reopen is scattered over eight prime hunting areas. And the reopening would be accomplished merely by redesignating the areas as park preserves — where hunting is permitted — instead of parks.

Alaska is one of America's last frontiers. So it is understandable that the push for protecting its wilderness and its special features — as well as recognizing interests of its natives — should result in the 1980 lands bill.

But hunting is not one of the threats. Hunting has little impact upon the land and poses no threat to wildlife when controlled as it is in modern times.

BUT HUNTING opportunity, or lack of it, does have a large impact upon Alaska. Its 158,000 hunters, trappers and fishermen comprise 42 percent of the population. Nearly 100,000 non-residents either hunt or fish or do both there.

The financial impact of hunting on Alaska is reportedly from $20 to $40 million annually.

Perhaps more important, the licenses, fees and taxes sportsmen pay are the mainstay of wildlife management in Alaska and support programs of the Department of Fish and Game.

That support may be crucial to a state where humans — communities, agriculture, roads, logging, mining and oil extraction — have intruded on wild areas and on wildlife.

Despite its remote wilderness areas, Alaska's lands and wildlife have suffered from civilization. And the work of professional conservationists is needed to protect habitats and to assess the welfare of wildlife.

It is the hunter who has been depended on to help finance that work. Hunting also plays a part in controlling animal populations — particularly useful in areas where civilization has upset the natural balances.

Such management is hardly an issue where man is not present, unless uncontrolled populations threaten some natural resource. That has happened in the past where populations were protected and destroyed their own means of sustenance.

THE PROTECTORS of wildlife erroneously believe that everything is neatly in balance among wildlife populations and between them and their means of subsistence. History indicates otherwise.

But these are really side issues to the Alaskan problem. At stake is Alaska's and America's tradition of hunting.

Sportsmen are being given an opportunity to participate through the leadership of the Wildlife Legislative Fund of America, which is heading what certainly will result in a showdown in Congress.

It is believed the anti-hunters won the victory in 1980 when the bill addressing many Alaskan issues and lobbied from many angles finally emerged from Congress.

This time, there will be only one issue: Hunting.

The bills are before Congress. And the WLFA is asking sportsmen to get in touch with their representatives or senators. That can be done by calling 1-202-224-3121.

Information on the issue may be obtained by writing to the WLFA, 50 W. Broad, Columbus, Ohio, 43215, or calling WLFA at 614-221-2684.

2100 L Street, N.W.
Washington, D.C. 20037
(202) 452-1100

April 21, 1983

The Honorable Malcolm Wallop
Chairman, Subcommittee on Public Lands and Reserved Water
Senate Committee on Energy and Natural Resources
Room SD-308
Washington, D.C. 20510

Dear Senator Wallop:

The Humane Society of the United States wishes to take this opportunity to express our opposition to S. 49, which would remove national park status from 12 million acres of national parklands in order to open them to sport hunting. We request that these comments be made part of the record of the April 15 hearings.

The Humane Society of the U.S. opposes S. 49, not only because we are opposed to hunting purely for sport, but also, more importantly, because this legislation sets a dangerous precedent not only for our national parks, but for the survival of this nation's last remaining lands untouched and unmolested by man.

Proponents of this legislation argue that it is necessary as a "hunters' equity" measure. Yet even its supporters--in their own testimony--demonstrate that this legislation is not necessary. Ronald Skoog, representing the Alaska Sportsmen Council, admitted that "It is true that most of Alaska is open to fish and wildlife harvesting...." Even a representative of the FWS speaking in favor of the legislation acknowledged that "We also recognize the value of having areas with unhunted populations of wildlife."

The fact is, 320 million of Alaska's 375 million acres are already open to sport hunting. While it is true that much of this area is either inaccessible or does not support wildlife populations, it certainly cannot be argued that there is a paucity of animals--including such

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coveted "trophy" animals as grizzly bear, moose, sheep, and caribou--for sport hunters to stalk. It is also not true that our new national parks have devoured all of Alaska's prime hunting lands. A recent study by the state's Department of Fish and Game found that more than 80 percent of the Dall sheep on the Wrangell-St. Elias tract dwell in the preserve rather than in the park, and hence are now available to sport hunters. Furthermore, the U.S. Fish and Wildlife Service reports that many permits for Dall sheep have gone unclaimed, which would seem to indicate that there are currently more animals available to be hunted than hunters to hunt them.

In the less than two and a half years since its enactment, the ink on The Alaska National Interests Lands Conservation Act (ANILCA) has barely had time to dry. It is not only premature to consider amending the act at this time, it would also threaten to tear wide open a wound whose scab is just beginning to form. Everyone involved agrees that the final language of ANILCA represents a compromise for all concerned interests. No single interest group, not the hunters nor the loggers nor the miners nor the conservationists nor the animal welfarists were completely satisfied with the act in its final form. Yet there were concessions for everyone. For the hunters, those concessions included some 19 million acres of prime hunting lands designated as national park preserves, instead of national parks, expressly so that sport hunting might continue. The "benefits" gained by downgrading 12 million additional acres now so sport hunters might increase their percentage of huntable lands in Alaska from approximately 90 to 95 percent are certainly cancelled out by the risk of destroying the integrity of the Alaska lands compromise that took more than four years to hammer out.

Surveys have repeatedly shown that the American public favors the existence of lands (and their resident populations of wildlife) where no intervention by humans is allowed. In Alaska, as probably no where else on earth, we have such lands. To downgrade, for the first time, the status of some of our National Parklands so that a small group might increase an already ample opportunity to pursue its hobby would make a travesty of the whole concept upon which our national parks are based, and would set a dangerous precedent. We urge you, therefore, to kill this measure and preserve our Alaska parklands in their pristine state for the generations to come. Thank you for this opportunity to place our views on the record.

Sincerely,

John A. Hoyt

John A. Hoyt
President

Proposed Resolution No. 12C

AMENDMENTS TO THE ALASKA LANDS ACT

WHEREAS, the Alaska National Interest Lands Conservation Act (ANILCA) was signed into law in December, 1980;

WHEREAS, this bill designated approximately 107 million acres of Federal land as National Conservation Units;

WHEREAS, 24 million of those acres were designated as National Parks, and were thus closed to sports hunting;

WHEREAS, legislation has been introduced to redesignate some of those 24 million acres as National Preserves to allow sport hunting;

NOW, THEREFORE, BE IT RESOLVED that the National Wildlife Federation in annual meeting assembled March 17-20, 1983, in Albuquerque, New Mexico, hereby reaffirms its support for the principle that the maximum amount of acreage in Alaska, with high-quality hunting opportunities, be open to sport hunting, fishing, and trapping, in conjunction with provisions that ensure strong protection for Alaska's valuable wildlife habitat; and

BE IT FURTHER RESOLVED that the National Wildlife Federation will oppose other amendments that sacrifice provisions in ANILCA which provide for sound resource management and protection for wildlife habitat; and

BE IT FURTHER RESOLVED that the National Wildlife Federation reaffirms its conviction that any legislation dealing with the Alaska National Interest Lands Conservation Act be consistent with the principles outlined in previous National Wildlife Federation resolutions dealing with this subject.

STATEMENT OF MARGARET MURIE
BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER OF
THE SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES
ON S. 49, THE ALASKA NATIONAL HUNTING BILL
15 APRIL 1983

I am very proud to have played a part in the single, most important conservation achievement of the century - the enactment in 1980 of the Alaska National Interest Lands Conservation Act.

As I testified at that time, we cannot foretell the future, but we can give a nod toward it by putting this last treasure of wild country into an interest-bearing savings account.

Today, there is a shortsighted campaign underway to withdraw from that account almost 12 million acres of incomparable value to allow hunting, even though most of the land and most of the animals in Alaska are already available for hunting. To me, this proposal is unconscionable. The national parks which would be affected by the Stevens national hunting bill are among the nation's finest. To downgrade such treasures borders on sacrilege. Surely these parks deserve better treatment.

I would like to add that my reasons for opposing this bill are, in part, quite personal. One of the parks which would be opened to hunting by it is especially near and dear to my heart. In 1924, I spent my honeymoon in what is now Gates of the Arctic National Park, so the area naturally holds very special memories for me. The haunting beauty of the Brooks Range, the pristine alpine lakes, the abundant wildlife, all combine to make Gates of the Arctic one of the most spectacular places in the world.

I described in Two in the Far North a night I still recall vividly, when I stood and watched silently as a steady stream of caribou - bulls, cows, calves, yearlings - bathed in the bright golden light of the Arctic night, returned to their range. I thought then as I do now: that those animals and their fellow wild creatures are the rightful owners of that land. It was theirs in years past and, hopefully, it will still be theirs in years to come. Man has the right to visit that vast wilderness, to explore it and to marvel at the magnificent animals there - but certainly not to destroy them.

I hope Congress will wisely reject the Stevens national hunting bill.

1983 A [illegible] PM 4:47

MUCC

MICHIGAN UNITED CONSERVATION CLUBS
2101 Wood St ● P O Box 30235 ● Lansing, MI 48909 ● 517-371-1041

April 22, 1983

The Honorable Malcolm Wallop, Chairman
Senate Subcommittee on Public Lands and
Reserved Water
United States Senate
Senate Office Building
Washington, DC 20510

RE: Senate Bill 49

Dear Chairman Wallop:

I am writing to express support of the Michigan United Conservation Clubs (MUCC) for Senate Bill 49, which would redesignate approximately 12 million acres of national parks in Alaska to national preserves to again allow sport hunting.

MUCC represents over 100,000 conservationists in the state of Michigan. I can assure you that our membership fully supports this measure. We can find no rational reason why these lands should not be open to well-regulated sport hunting.

This is Alaska. The change in park status has no relation to national parks in the other states.

The Sierra Club and others find value in knowing these lands exist, untouched as the moon, visited by only an exclusive few. There are over one million hunters in Michigan. Few of them will ever be able to hunt the wilderness of Alaska. They would all, however, like to share in the opportunity to do so one day. How can this conflict with the back packers?

These one million hunters are the citizens who voluntarily pay a special tax to fund wildlife management. It is their dollars which fund wildlife management, environmental education, and enforcement of environmental protection laws.

Sportsmen's interest in these Alaska lands, if they are open to hunting, will insure their protection and quality management. It is inconceivable why so many environmental groups would want to refuse an alliance with the sportsmen and sportswomen of the nation in guaranteeing the perpetual management and protection of these lands.

We urge your subcommittee to consider this bill on the merits. There is merit to Alaska, to the nation, and to these lands in passage of S. 49.

Very truly yours,

Thomas L. Washington
Executive Director

TLW/dll

cc: The Honorable Carl Levin
The Honorable Donald W. Riegle, Jr.

NORTH SLOPE BOROUGH

OFFICE OF THE MAYOR

P.O. Box 69
Barrow, Alaska 99723

Phone: 907-852-2611

Eugene Brower, Mayor

Incorporated July 2, 1972

April 18, 1983

The Hon. Malcolm Wallop
Chairman, Public Lands
and Reserved Water Committee
Room SD-308
Dirksen Building
Washington, D. C. 20510

Re: S. 49, To Redesignate Public Lands in Alaska to Allow Hunting

Dear Senator Wallop:

I am Eugene Brower, Mayor of the North Slope Borough, Alaska. I would like my statement placed in the record for S. 49. The North Slope Borough is the areawide local government in Alaska embracing most of the land north of 68° latitude. The southerly boundary of the North Slope Borough cuts through and includes portions of Noatak National Preserve, Gates of the Arctic National Park and Preserve and the Arctic National Wildlife Refuge.

The North Slope Borough, although created in 1972, is the historical homeland of the Inupiat Eskimo of the Arctic Slope Region, a people who to this day obtain most of their food supply from subsistence resources that are available from our land.

Of immediate concern to me in S. 49 is the effort to open portions of Gates of the Arctic National Park inside of the North Slope Borough to sports hunting. Unfortunately, no one bothered to discuss this proposal with representatives of the North Slope Borough and indeed, maps were unavailable showing the proposed changes until the actual day of the hearing. Moreover, there were no maps handed out at the hearing which would allow us to closely scrutinize the actual changes in boundary lines.

From our standpoint, the major issue in S. 49 is the proposal to open the Gates of the Arctic to sports hunting. In recent years, the Inupiat people of the North Slope Borough have suffered because of the alleged depletion of game and other species upon which our subsistence livelihood depends. Years ago, there were confrontations over the Eskimo's ability to take migratory waterfowl and more recently, there have been restrictions imposed upon our taking of caribou and bowhead whales. Even though these restrictions have caused shortages of those foods most important to the Inupiat people, we have tried to cooperate with state and federal officials to ensure the long-term health of these species. Consequently, we are extremely reluctant to encourage any reclassification of any lands within the North Slope Borough which will result in increased hunting pressure on the species upon which the Inupiat depend. The areas proposed for opening in the Gates of the Arctic are either within subsistences areas or affect animal populations upon which our subsistence is based.

The native people of Alaska since time immemorial have depended upon the subsistence resources of Alaska. Our usage and needs were recognized in the compromise bill which became the Alaska National Interest Lands Conservation Act of 1980. The bill provided that many areas of the state would remain open to sports hunting, but set an overall pattern recognizing the needs of subsistence users. While this compromise bill is not perfect, it was the best that Congress could do and should remain closed to debate during the years to come.

Sincerely,

Eugene Brower
Mayor

cc: Sen. Ted Stevens
Sen. Frank Murkowski
Congressman Don Young
Sen. Henry Jackson

AMERICA'S NO. 1
SPORTSMAN'S MAGAZINE
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MAY 2 1983

Tony

ADDRESS REPLY TO
Jack Trueblood
Contributing Editor
Rt. 3, Box 3496
Nampa, Idaho 83651

Official Committee File

SENATE COMMITTEE ON
ENERGY AND NATURAL RESOURCES
RECEIVED
MAY 3 1983
WASHINGTON, D.C. 20510

ril '83

Sen. Jim McClure, Chairman
Committee on Energy & Natural Resources
Rm. 3106 Dirksen Bldg.
Washington, D.C.
20510

Dear Senator McClure:

Please enter my personal testimony in opposition to allowing hunting on 12 million acres of Alaska national parkland, and include it as part of the record of your committee. Please also include, after reading, the enclosed article which was published in 1963 and in which my father discussed the proposed hunting of elk in Yellowstone Park. Also enclosed is a copy of a letter from the then-supervisor of that park.

Like me, my father was a staunch supporter of the rights of hunters and gun-owners, but the conclusion he reached after thorough study of the Yellowstone problem was that the game-protective status of national parks should remain inviolate. The situation in Yellowstone was over-population, which at first thought would make it easier to create new legislation allowing hunting. The Alaska situation doesn't even have that much appeal.

The article contains numerous quotes in which my father brings out his philosophy on the management of big game, and on the management of national parks, but the most pertinent part is on page 73 and 74 of the copy. Here he explains the makeup of a committee appointed by Secretary of Interior Udall to study wildlife management in the national parks, and the conclusions reached by that committee. It would be advantageous for your committee to make use of the work done by Udall's committee, and include their report in your official record.

I hope that your committee will settle the Alaska issue by confirming that national parks are not to be rearranged to suit any special-interest group, including hunters.

Sincerely,

CONRAD L. WIRTH
9633 EAST BEXHILL DRIVE
KENSINGTON, MARYLAND 20895

'83 MAY -3 [illegible] 9 30

April 28, 1983

Senator Malcolm Wallop, Chairman
Senate Energy & Natural Resources
Committee
Subcommittee on Public Lands and
Reserved Water
Dirksen Senate Office Building
Washington, DC 20510

Dear Mr. Chairman:

I am Conrad L. Wirth of Kensington, Maryland, a Landscape Architect by profession. I spent much of my life working for the National Park Service, starting in 1931 and retiring in 1964. From 1951 to 1964, I had the privilege of serving as its Director. Much of my early career was devoted to the planning for new and existing Parks. The Mission 66 Program was initiated during my Directorship - a program, which besides many other things, led to the identification of areas throughout the United States, including Alaska, that warranted study for possible addition to the National Park System. Since retirement, I have remained active in the Park field, continuing to serve in professional and employee organizations, frequently writing on Park matters, and also serving on the Board of The National Geographic Society. In 1980, a book of mine, entitled Parks, Politics, and the People, was published by the Oklahoma University Press. This book covers the National Park Services' history during the period of my career in that agency. I think it is obvious that my life has been the National Park Service and the National Park System which it administers.

The first National Park in Alaska, Mount McKinley National Park, was established in 1917, but even then we knew that there were other areas in that vast land that warranted study for possible addition to the System. Katmai and Glacier Bay National Monuments were added within a few years, and then in 1980, Congress through ANILCA added several other areas to the System, many of which had been under study over a period of many years. I personally visited Alaska many times and remember, vividly, a trip that I made there in the early 1940's to look at the Park potential of the Wrangell-St. Elias area.

There are many "chosen jewels" in the National Park System but most of the best from a scenic, geological, and biological standpoint are undoubtedly found in the grandeur of Alaska. ANILCA was a milestone in this country's history in the probation of our great natural and cultural heritage, and it is a real monument to the wisdom of Congress that these remarkable areas have now been protected.

In this light, I am writing to express my strong opposition to S. 49, which you now have under consideration. Traditionally, sport hunting has been prohibited in the National Parks by Congress and it was done for good reason because National Parks and Monuments are sanctuaries for nature set aside for the use and benefit of our people. This policy, although perhaps questioned by some from time to time, has actually been strengthened as Congress in authorizing new National Parks over many years has continued to reaffirm its past position. Based on my long experience in the Park movement, I believe that any action such as is contemplated now by this legislation would not only compromise this long standing principle, but would lead over time to the weakening of our outstanding National Park System and the natural and human values it contains. To me this would be an unpardonable action which would cause an unestimable loss to the people of this country and of the world. So much is at stake for present and future generations in this critical action you are considering.

I ask you to think of the statemenship of your predecessors when they set aside Yellowstone National Park in 1872. It was an act that played a very important part in the formation of the greatest democracy in the world. And the rest of the world is following our example.

Our national park system was built on land owned by and given to the government, and more recently by purchasing lands which Congress felt necessary to preserve our national heritage, both natural and historic. This was in 1962 and the result of a four year study that had been authorized by President Eisenhower. As was the case with our western states in the late 1800's, Alaska is now largely unpopulated and undeveloped. But it will grow and greatly expand its population and activities and the 1980 Alaska Lands Act will prove to be as far sighted as the designation of Yellowstone.

There is not one reason for undoing the statesmanship shown by Congress in 1982 through setting aside some of our own lands and our heritage for the use and enjoyment of all people, and I might add, to provide a safe home for some of our fellow creatures. If it is a question of economics, the commercial profits provided by people visiting the parks will far outrun the profits derived from hunting. An animal can be photographed repeatedly, but taken as a trophy only once.

I respectfully request that you do not pass S. 49 or any other bill that will destroy what you did in 1980.

Sincerely,

Conrad L Wirth

Conrad L. Wirth

CLW:mjb

ASLA
American Society of Landscape Architects

Theodore J. Wirth
President

April 28, 1983

The Honorable Malcolm Wallop
Chairman, Subcommittee on Public Lands and Reserved Water
United States Senate
Washington, D.C. 20510

Dear Mr. Chairman:

The American Society of Landscape Architects (ASLA) is strongly opposed to S.49, the Alaska National Hunting Bill, which would open nearly 12 million additional acres of Alaska's national parks to sport hunting.

ASLA represents over 6,500 landscape architects working in private professional practice, professional work in the public sector, and academic practitioners. As a profession that devotes its work to preserving and enhancing the natural and built environment, we are particularly concerned about the preservation, use and protection of our natural resources. The profession of landscape architecture has a social and environmental responsibility to reconcile the public's needs and the natural environment with minimal disruption to the natural system.

In our opinion, this legislation would endanger Alaska's parklands, and, in fact, would erode the original purpose and intent of Congress in establishing not only these national parks but the national park concept itself.

In 1980, Congress passed the Alaska National Interest Lands Conservation Act (ANILCA) which established six new national parks and provided additions to several others. These parklands were established for the same reason that national parks have been created since the Yellowstone Act of 1872 -- to preserve the nation's finest scenic and natural wonders, including wildlife, in perpetuity for all Americans to enjoy. Furthermore, once having established a national park, Congress has never reversed itself or removed a park from its protected status.

Moreover, ANILCA recognized to a degree never before acknowledged the unique subsistent life style practiced by Alaskan residents as a cultural value that must be preserved. Accordingly, the subsistent use of park resources, based on cooperative management planning between the National Park Service, the State of Alaska and the user population, is specifically authorized.

1733 Connecticut Avenue, N.W. • Washington, D.C. 20009 • 202 • 466-7730

Areas designated as preserves under the 1980 ANILCA were carefully studied for their importance to both the subsistent life style of local residents and to the long-established Alaskan sport hunting practices. The Act achieved a reasonable balance between subsistent needs, the sport hunting population and industry, and resource protection.

To greatly expand the areas open to sport hunting, as proposed by this legislation, would both undermine the intent of Congress and create unwarranted conflict between the legitimate needs of the subsistent population and the increasing numbers of sport hunters. Much of the land contained within Alaskan park units are native lands selected under the provisions of the Alaskan Native Claims Settlement Act. To open additional parklands to sport hunting would easily create serious management problems for native corporations dealing with trespassing problems. Since the amount of land closed to sport hunting but designated as park units represents only 8 percent of Alaska's 375 million land acres, we feel that a reasonable balance exists under the status quo.

ASLA believes that S. 49 undermines the original purpose of the national park system which is "to conserve the scenery and the natural historic objects and the wildlife therein, and to provide for the enjoyment of the same in such a manner and by such means as will leave them unimpaired for the enjoyment of future generations." This purpose is clearly mandated by the 1916 Organic Act establishing the National Park Service. Furthermore, in 1894, legislation to protect the wild life of Yellowstone National Park was enacted, which set the important precedent prohibiting hunting in a national park. We urge you to respect the original purpose by honoring and preserving the no hunting stipulation for these national parks.

The U.S. national park concept and system is one of the nation's greatest resources. Our national park system is recognized world-wide and is a model for national park systems in many other countries. It warrants your protection.

Through years of study and debate, the Alaska Lands Act achieved a proper balance between competing interests in the use and management of Alaska's vast and valuable land and resources. The debate leading to the 1980 Act fully considered sport hunting interests. These interests had a direct hand in the final designation of parks and of preserve boundaries established to accomodate sport hunting needs. After full consideration of the Alaskan proposals, Congress designated 19 million acres as national preserves in which hunting is allowed. This is certainly a major compromise to the sport hunting community.

We consider this matter a national park issue and not just a hunting issue involving 12 million acres of Alaskan national parkland. National parks throughout the United States could be compromised through enactment of this legislation. In our opinion, S. 49 would set a dangerous precedent which most certainly would lead to an attempt to downgrade and thus endanger national parks not only in Alaska but also in the lower 48 states, Hawaii and the territories.

We urge you to oppose this legislation. We appreciate the opportunity to comment on the issue and request that this letter be made a part of the hearing record.

Sincerely,

Theodore J. Wirth

Theodore J. Wirth, FASLA
President

cc: ASLA Executive Committee
Edward H. Able, Jr., Executive Director
Raymond L. Freeman, Director of Government Affairs
John Slater, Chair, ASLA Public Service and External Affairs Committee

---

EDGAR WAYBURN, M.D.,
San Francisco, Calif., April 26, 1983.

Senator MALCOLM WALLOP,
Chairman, Subcommittee on Public Lands and Reserved Water, Dirksen Senate Office Bldg., Washington, D.C.

DEAR SENATOR WALLOP: I regret that I was unable to testify in person at the Senate Energy and Natural Resources Committee hearing on Senate bill 49 on April 15. I would appreciate inclusion in the record of the hearing an article I've written for publication in the May 1983 issue of Sierra magazine. I attach it herewith and thank you for your courtesy in the inclusion of the article.

Sincerely yours,

EDGAR WAYBURN, *M.D.*

Enclosure.

[Sierra Club Magazine, May 1983]

HUNTERS TAKE AIM AT ALASKA'S NATIONAL PARKS: S. 49 AND H.R. 1493

(By Edgar Wayburn)

Sport hunting has long been an important part of the Alaska scene, a fact that was fully considered in the framing of the Alaska National Interest Lands Conservation Act (ANILCA), which became law in December 1981. During the four years spent hammering out this landmark legislation, much deliberation was given to this sensitive issue: painstaking studies were made, and all sides of this complex subject were taken into account. In the end, careful compromises were reached: Of the 43.6 million acres of national parklands established by ANILCA, 19 million were designated "national preserves" rather than "national parks" or "national monuments." This was done specifically to allow sport hunting in these particular areas. (All national parklands—in fact, all ANILCA lands—are open to subsistence hunting where it has been established practice.) These national preserves were most often adjacement to (or even formed integral parts of) national parks—as for example in the Wrangell-St. Elias National Park and Preserve—and most contain the regions most highly esteemed by sport hunters.

Alaska's total land area comprises 375 million acres. The 19 million acres of new national preserve land make nearly 340 million acres of this total available for sport hunting. This figure includes:

The National Wildlife Refuge System's 76 million acres;
All of the National Forest System's 23 million acres;
Virtually all of the 104 million acres belonging to the state of Alaska;

The 44 million acres of generally productive habitat owned by Alaska's natives (subject to closure or fee);

The remainder of Alaska's public lands administered by the Bureau of land Management (141 million acres, also subject to closure or fee).

To put things into slightly different perspective, only the 32 million acres in national parks—8.5 percent of Alaska's total area—are currently off limits to sport hunting. In setting aside this modest proportion of Alaska's wildlands and consigning a relatively small percentage of Alaska's wildlife to non-huntable status, Congress was responding to the majority of Americans who feel that there should be at least some sanctuaries on our federal land—a few places where natural processes prevail, where wildlife is self-regulating, and where people may view animals in settings of unparalleled scenic splendor. Furthermore, as enlightened hunters now, such sanctuaries are essential if wildlife species are to survive and thrive.

On the face of it, the amount of ANILCA parkland established seems reasonable (if not meager) considering the size of Alaska, and it would certainly appear that sport hunters have an adequate share of Alaska's land and wildlife resources. At the time ANILCA was passed, Alaska's Senator Ted Stevens (R) gave his blessing to this quota; indeed, he was a prime mover of the various compromises that were initiated. But reneging on his decisions of 1980, Senator Stevens is now pressing hard for his "Alaska National Hunting Bill," S. 49. This bill, which might be more properly entitled the "Anti-National Park Bill," would change the designation of 12 million of the 32 million Alaska acres now in national parks to that of national preserves, thus opening up more than one third of these sanctuaries to sport hunting. (Representative Don Young [R-Alaska] has introduced an identical bill, H.R. 1493, into the House of Representatives.)

Eight of the 10 national parks in Alaska would be affected by the Stevens-Young bills. Of the 24.6 million acres in new parks and monuments established by ANILCA, roughly one half—11.9 million acres—would be changed to preserve. The remaining 7.5 million acres now protected are in pre-ANILCA parks. Two recently established national-park units would be totally abrogated. Among he national-parks units under the gun are:

Katmai: This wilderness park is the nation's largest and most important sanctuary for the Alaska brown bear. The Stevens-Young bills would open the entire ANILCA addition of 1 million acres to sport hunting.

Denali (formerly Mt. McKinley): In ANILCA, Congress added 2.4 million acres, including upland habitat needed to complete the park ecosystem. The Stevens-Young bills would convert 1.5 million acres of this new addition to preserve status.

Wrangell-St. Elias: This spectacularly scenic complex of 16,000-foot peaks, river valleys, and usable uplands already has a 4-million-acre national preserve that contains 80% of the Dall sheep in the park/preserve. Nevertheless, Stevens and Young want to change 2.3 million more acres of the park to preserve.

Gates of the Arctic: Currently a 7-million-acre Arctic wilderness park, this magnificent unit would be reduced to less than 2 million acres by the Stevens-Young bills.

Both Stevens and Young have managed to get a number of co-sponsors for this anti-park, anti-wildlife legislation. Who and what is behind them? There are a small number of commercial hunting guides who may profit from guiding trophy hunts in an extra 12 million Alaskan acres. (In 1982, 387 commercial guide operations grossed approximately $50 million by catering primarily to big-game hunters from the United States and other countries.) In addition, the National Rifle Association and the Wildlife Legislative Fund (an Ohio-based group of wealthy sport hunters) are pouring money into propaganda, providing editorial material to news media all over the country and mounting an extensive grassroots campaign. Interior Secretary James Watt (who once remarked that he was always for the hunter rather than the animal being hunted) has lent his enthusiastic support to the "concept" of the bill, and the Reagan administration is expected to endorse it at upcoming hearings.

Also sure to back this legislation are the various mining, oil-and-gas, logging and other development interests that fought so hard and unsuccessfully to block passage of ANILCA. If Stevens and Young can build momentum for their bills, these interests can be expected to press for their own amendments, which could eventually nullify a great deal of ANILCA. Thus not only do the Stevens/Young bills threaten Alaska's remaining wildlife and the integrity of our national park system, but they threaten to shatter the series of compromises that were so carefully reached and finally embodied in ANILCA.

This must not be allowed to happen. ANILCA is the greatest land-conservation achievement of the century. Even more important, it represents a major "first" in

America's legislative history: It embodies a major attempt at wise land-use planning; it embodies consideration for the culture of Alaska's Native people; and it embodies a compassion and stewardship for our fellow animals and for the integrity of their habitat that we have not demonstrated before.

Unfortunately, in the two-plus years since ANILCA's enactment, the Reagan administration has failed to support this legislation and the intent of Congress. It has provided pitifully inadequate funding for the implementation of ANILCA and has adopted policies and regulations designed to favor exploitive interests. Before considering fundamental changes in ANILCA (as S. 49 and H.R. 1493 would clearly bring about), the Congress should ensure that the existing act is fully and properly administered.

Action on the Stevens and Young bills can be looked for, however, in the immediate future. Hearings by the Senate Energy and Natural Resources Committee were scheduled to begin on April 15. Thus, this becomes the most critical threat now facing Alaska. You can help meet it by writing your senators and representative and expressing your viewpoint on S. 49 (Stevens, R-Alaska) and H.R. 1493 (Young, R-Alaska). Your letter may, in fact, help tip the balance, for we are facing a well-heeled and well-organized campaign. Without your expression of concern, much that we worked for and thought that we—and the world—had won may be lost forever.

THE FOLLOWING IS AN ACREAGE SUMMARY OF WHAT THE STEVENS/YOUNG BILLS WOULD DO TO THE PARKS ESTABLISHED BY ANILCA

Park	Total acreage	Acreage changed to preserves by Stevens/Young bills	Percent reduction
Aniakchak	138,000	88,000	64
Denali [1]	2,426,000	1,526,000	63
Gates of the Arctic	7,052,000	5,099,000	72
Glacier Bay [1]	523,000	214,000	41
Katmai [1]	1,037,000	1,037,000	100
Kenai Fjords	567,000	567,000	100
Lake Clark	2,439,000	1,025,000	42
Wrangell-St. Elias	8,147,000	2,322,000	29
Total	22,329,000	11,878,000	48

[1] ANILCA addition.

○